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ABSTRACT

Contained in this final report of a one-day conference are abstracts of speakers' remarks, conference conclusions and evaluation, appendices on publicity, conference handouts, goal statements, and sample lessons for citizen education. The purpose of the conference was to provide dialogue among practitioners of citizen participation skills, government officials, the general public, and academic humanists. By examining a local policy issue, transportation planning in Tallahassee, it was hoped to identify the variety of citizen participation skills needed to cope with such issues, and to see which skills were used, were effective, or were found wanting in this situation. Speakers compared the "Open Society" dream with realities of citizen access to policymaking, discussed Tallahassee's planning issues as a case study, and identified numerous citizen participation skills. "Awareness--Action--Persistence" represents the combination of skills recognized to be essential in achieving effective citizen input. (AV)

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THE FLORIDA ENDOWMENT FOR THE HUMANITIES
P.O. Box 12657, University Station
Gainesville, Florida 32604

HIGHWAYS AND HUMANS: A CONFERENCE ON EFFECTIVE CITIZEN SKILLS IN TRANSPORTATION PLANNING

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U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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SP 009 279

FINAL REPORT

By

Rodney F. Allen

David E. LaHart

Conference Date: Saturday, June 26, 1976

Project Number: 5501-181

A CONFERENCE ON EFFECTIVE CITIZEN SKILLS IN TRANSPORTATION PLANNING

The conception of an open, participatory society was an ideal of the Founding Fathers and a dream of the many immigrants who came to America before and after the seedtime of our republic. Today, on the eve of the nation's bicentennial, questions about the extend and efficacy of citizen input on public policy decisions swirl about our basic institutions. On the national level these questions are most often associated with Watergate. On the state level, the vociferous cries of legislators, both "liberal" and "conservative," focus upon phantom government, unresponsive bureaucracies, and the plethora of rules and "in-triplicate" procedures.

But local government, while a Jeffersonian ideal, is not immune to the labels of "unresponsive" and "insensitive." More citizens seem to be wondering about how they can provide meaningful input on local policy decisions. What can be done to increase participation? What rules, procedures, and institutions need to be enhanced or changed to broaden citizen participation? What attitudes of citizens and their officials are dysfunctional to an open, active society? What knowledge and skills do citizens need to gain access to policy formulators and to have an effective voice in government?

Our proposal called for a one-day intensive conference dealing with a local policy issue and focusing upon the citizen skills involved. The local issue involved transportation planning in Tallahassee, which includes debates over street widening and extensions and debates over what mass transportation should mean for the city. This policy debate has been conducted in public meetings, a referendum, the city and county commissions, hearings before State transportation planners, court suits, and so forth. The debate is a continuing one involving almost all sectors of the population and all levels of government.

The issue was selected because it is a deeply felt one where humanists can provide meaningful dialogue with persons on various sides of the issue. The conference was designed to provide <u>dialogue</u> among four types of persons: 1) those practitioners of citizen participation skills on both sides of the issue, 2) government officials involved in policy decisions, 3) the general public, and 4) academic humanists from a variety of disciplines (i.e., history, philosophy, speech communication, ethics, and religion). While government officials and civic leaders have taken positions, the thrust of this conference was <u>not</u> to provide a forum for those who agree or disagree. The thrust was to identify the variety of citizen participation skills which are needed to cope with such issues, to see which skills were used (and by whom) and were effective or found wanting in this situation. The hope was that increasing numbers of citizens, of various persuasions, will get involved in public policy issues and develop their own techniques and skills for affecting decisions.

The conference was held on Saturday, June 26, 1976, at the Tallahassee Federal Bank.

The flow of the conference was designed with four major sections, each allowing ample opportunities for dialogue with the audience:

a) Setting the concerns of the conference within the values and ideals which have marked the American experiment as unique -- the creation of an open, participatory society based upon equality and freedom [two academic humanists: one from history and another from sociology].

b) Focusing upon requirements by the Federal government that citizens be involved in transportation planning and that citizens be consulted before policy implementation [one U.S. Department of Transportation official and one U.S. Senator].

c) Dealing with the evolution of the issue over the Tallahassee transportation plan and the identification and assessment of citizen participation in this case [a panel including government officials, one academic humanist, and two citizens' group representatives].

d) Continuing assessment of needed citizenship skills and opportunities for input in the Tallahassee transportation case and in other cases involving public policy [a panel of two academic humanists (speech and history) and three experienced citizen activists].

e) Concluding summaries about where we are as a society given our ideals and values [the two academic humanists from "a" above summarized the major points of the conference and indicated some needs for the future].

f) Conduct a conference evaluation.

Goals

1. To convene government officials, academic humanists, civic leaders, and citizens to explore alternative, effective ways to facilitate and to secure citizen participation in public decisions on the local level (using as a case study the development of a transportation plan in Tallahassee).

2. To identify and to assess the citizen skills needed to be effective in providing input which makes a difference in public policy decisions, given our societal values and goals.

3. To prepare and to distribute a report on the conference findings to civic leaders in the Tallahassee area (at no cost to the Florida Endowment for the Humanities).

CONFERENCE PROGRAM

8:30 AM

Coffee

9:00 AM

Welcome C. Richard Tillis, Director, Florida Office of Environmental Education

"THE AMERICAN DREAM OF AN OPEN SOCIETY"
Edward D. Wynot, Jr., Professor, Department of History, Florida State University.

"THE AMERICAN REALITIES: CITIZEN ACCESS TO POLICYMAKING"
C.U. Smith, Professor, Department of Sociology, Anthropology and Human Service, Florida Agricultural and Mechanical University

Dialogue with the audience

10:15 AM

TRANSPORTATION PLANNING ISSUES IN TALLAHASSEE: A CASE STUDY FOR ANALYSIS

A Spectrum of View Points on Effective Citizen Input
Rodney F. Allen, Moderator

Bill Lee, District Engineer, Florida Department of Transportation

Mrs. Charles K. Mann, Tallahassee Urban Area Transportation Study Group (TalUATS) Citizens Advisory Committee

Noel Brown, Tallahassee-Leon County Planning Department

David Gruender, Professor and Chairman, Philosophy Department, Florida State University

Travis Marchant, Leon County Commission

Ben M. Thompson, Jr., Tallahassee City Commission

Dialogue with the audience

12:30 PM

Lunch

1:30 PM

CITIZEN PARTICIPATION SKILLS
Peter A. Butzin, Facilitator

Anna S. Ochoa, Vice-President, National Council for the Social Studies

Harold M. Knowles, Attorney, Tallahassee

David Gussow, Tallahassee Democrat

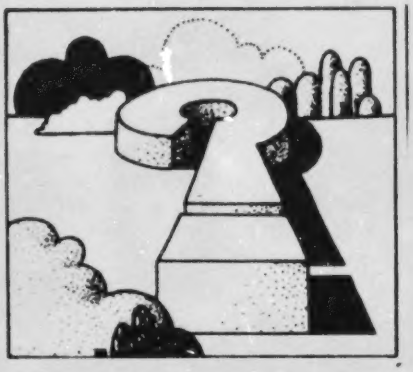
Gregg Phifer, Professor, Speech Communication Department, Florida State University

William Hammond, Lee County Schools

David E. LaHart, Apalachee Audubon Society and Director, Environmental Services, Inc.

3:15 PM

SUMMARY STATEMENTS



ABSTRACTS OF SPEAKERS' REMARKS

The conception of an open, participatory society was an ideal of the Founding Fathers and a dream of the many immigrants who came to America before and after the seedtime of our republic. Today, on the eve of the nation's bicentennial, questions about the extent and efficacy of citizen input on public policy decisions swirl about our basic institutions. On the national level, these questions are most often associated with Watergate. On the state level, the vociferous cries of legislators, both "liberal" and "conservative," focus upon phantom government, unresponsive bureaucracies, and the plethora of "in-triplicate" procedures.

Local government, while a Jeffersonian ideal, is not immune to the labels of "unresponsive" and "insensitive." Citizens wonder about how they can provide meaningful input on local policy decisions. What can be done to increase effective participation? What rules, procedures, and institutions need to be changed to broaden citizen participation? What attitudes of citizens and their officials are dysfunctional to an open, active society? What knowledge and skills do citizens need to gain access to policy formulators and to have an effective voice in government?

This section is devoted to abstracts of the papers and remarks offered during the conference. The reader should keep in mind that these pages are the result of notes provided by the speakers, notes taken by several participants, notes from tape recordings, etc. The speakers have not had the opportunity to read and approve these notes and care should be taken when quoting from these pages and attributing the words to specific speakers.

9:00AM, Saturday, June 26, 1976

Welcome. C. Richard Tillis, Director, Florida Office of Environmental Education.

"THE AMERICAN DREAM OF AN OPEN SOCIETY"

by

Dr. Edward D. Wynot, Jr.
Florida State University

Throughout its proud history, the vision of America as a truly open, democratic society has danced tantalizingly before those who did, and would, live within its borders. The earliest and most articulate espouser of this ideal was Thomas Jefferson, of whom it was said that "his only intolerance was in defense of individual rights." Indeed, he defined the basic, fundamental operating procedure of America as the securing of individual freedom through popular, representative government on the local as well as the national level.

This vision of a free, open, democratic society also appealed to the millions of Europeans and Asians who came to populate and build the New Land. Although most of them did not come to America to take part in representative government, nonetheless in every wave of immigration there were some who fled the tyranny and oppression of the Old World for the hope and freedom of the New. The Dane Jacob Riis, a social reformer of note and friend of Pres. Theodore Roosevelt, noted that he came to America with little more than "a strong belief that in a free country, free from the dominion of custom, of caste, as well as of men, things would somehow come right in the end." After every unsuccessful challenge to the established systems in Europe, refugees poured into America, where, as a commentator proudly boasted in the 1860's, "The downtrodden Pole, the learned German, the cultivated and ardent Italian, bends hitherward his expatriated steps, as towards a shrine of social and public safety, to contemplate institutions of which he has only read in his homeland." While most immigrants did not seek political freedom here, nonetheless the ideal of America as a land of democracy always loomed large in their minds. The Scandinavians were especially articulate in voicing this ideal. One recent immigrant informed his family back in Sweden that "Freedom and equality are the fundamental principles of the constitution of the United States. There is no such thing as class distinction here. Everyone lives in the unrestricted enjoyment of personal liberty. A Swedish peasant, raised under oppression and accustomed to poverty and want, here finds himself elevated to a new world, where he enjoys a satisfaction in life that he has never before experienced." Particularly impressive to masses bound by feudalistic restrictions was the apparent social mobility in America: "This is a free country and nobody has a great deal of authority over another. There is no pride, and nobody needs to hold his hat in his hand for any one else. This is not Sweden, where the higher classes and employers have the law on their side so that they can treat their subordinates as though they were not human beings."

It wasn't just the Swedes, however, to whom this vision held a certain promise and attraction. A Polish immigrant writing home from the anthracite fields in the 1890's told his relatives that "It is very hard in the coal fields, but worth the suffering. For in America, we are free! Some workers say the boss is too hard, but I find him easier than the lord at home ever was. Most important, here we can all choose our rulers, and we have the chance for our children to go to school and become bosses themselves someday, or maybe not even have to work in the mines or mills as we do." That the vision is timeless and free from any ethnic claims to exclusiveness is the statement of a Hungarian Freedom-Fighter, who was among the lucky that made it to America as a refugee after the abortive 1956 uprising against the Soviets: "The fact that I was now living in America means to me the possibility of reaching my own individual goals instead of living an untrue life, dictated by commands and slogans. It means security instead of day-to-day fears of persecution. It means the material and spiritual goods of human civilization, instead of the poverty and hopelessness of communism. It means being a free member of the community of democratic people. And for all these facts and feelings, I am grateful to America."

The ideal is still before us, not only as voiced by the vast majority of citizens, but also in the lands of East Europe, ancestral grounds for so many of our citizens and today still enslaved by tyranny. How the Americans tried to translate these ideals and visions into reality, and the extent to which they failed or succeeded, is the subject of C. U. Smith's next presentation.

"THE AMERICAN REALITIES: CITIZEN ACCESS TO POLICYMAKING"

by

C.U. Smith, Professor, Department of Sociology, Anthropology, and Human Service, Florida Agricultural and Mechanical University

The philosophical and ethical base upon which the concept of modern democracy rests is the idealized view that the people know best how to govern themselves, either directly, through personal and collective participation in governance, or indirectly through elected or delected representatives. Actually, the word "democracy" stems from two Greek terms, "Demos" meaning people, and "Kratos" meaning power, which indicate that the power to govern resides in the citizens of a state or nation.

This notion of popular sovereignty was delineated in the 18th century writings of social philosophers John Locke and Jean-Jacques Rousseau. Writing in his Contrat Social, Rousseau was emphatic in his belief that the only sovereign was the total body of citizens, who, by "contract" (consensus) among themselves achieve some measure of community of purpose; and designate by some procedure (elections or other) persons to serve as functionaries or administrators to help obtain their purpose or goals. Rousseau expressly held:*

*See Floyd House, The Development of Sociology (New York: McGraw-Hill 1936), p.55.

> . . . . . that sovereignty properly resides in the citizens and that by subscribing to the social contract they renounce none of their sovereignty, which they can assert at any time and which, in an ideal government, they should assert through assemblies of all citizens to be held at intervals, independently of the call or authority of the regular government, in which they should express themselves on at least two questions: (1) whether or not the existing general form of government should be continued and (2) whether or not it should continue to be entrusted to the same officials who have been administering it hitherto.

Like Rousseau, Thomas Paine, in his two-part (1791-1792), volume, The Rights of Man, describing the conditions in the American colonies of Great Britain, greatly influenced American revolutionary thinking and the views of Jefferson and the other founding fathers of the American Democracy.*

> It is a liberty to do only that which is good, just, and honest.
>
> It was Rousseau who contended that life, liberty, and the pursuit of happiness are man's inalienable rights. It was this doctrine which profoundly influenced Thomas Jefferson, as evidenced in the Declaration of Independence. Sovereignty rests not in a ruler or monarch but in the community of people

The most pristine formulation of democratic governance along the lines conceptualized by Rousseau and others was that found in the early Grecian city-states where all "eligible" citizens had the opportunity to participate directly in assemblages for governance and policy-making. This model was followed in various sections of the United States after the Revolution, with vestiges remaining until today; notably in parts of New England town meetings are still utilized.

As American society grew in geographic area, population size, more varied in ethnic and racial composition and as its population became more dispersed spatially; and more diverse in socio-economic status with varied special interests and needs; and with women finally achieving the franchise, it became both essential and feasible to establish at all levels of government, national, state and local, parliamentary structures of government with elected (and appointed) representatives to carry out the will of the people. Under this arrangement, called a republic, the duly elected representatives are theoretically mandated to be responsive to the needs and wishes of their constituencies in policy-making and governmental management.

Quite clearly, the idealized access of citizens of the United States to the policy-making [illegible]s has been reduced or clogged to the point that it often appears that only wealthy individuals or interests which can employ professional lobbyists, have any impact on policy formulation. Such a situation,

*See Emory Bogardus, The Development of Social Thought (New York: McKay, 1960), p. 205.

frequently apparent at the national, state and local levels of government, has produced widespread alienation from, and disillusionment with the structure and processes which comprise the American Democracy.

This presentation is designed to illustrate the real problems and possibilities of gaining access to and having impact on policy-making by ordinary citizens -- especially at the local, city and county level.

National level problems of access: He mentioned busing and the rationale of President Ford - how citizens can get access to President Fort to express personal views. He expanded on busing in Boston and Ford's reactions.

Smith outlined some ways people have and can be heard:

1. One way to gain access is to beat up someone to make yourself heard.
2. (Lockheed) - the Federal Government lent/gave Lockhead $250M. - therefore, they had access to government.
3. (Penn Central) - was bailed out by Federal subsidy.
4. Citizens are seeking access to preserve food stamp program.

State level problems of access:

1. Some people (minorities) are deprived of representation - in Florida only three black representatives in State Assembly - Florida's system does not allow minorities to be elected (e.g. at present, Florida's black population is only 15%).
2. Right-to-kill Act was vetoed. Citizens had access to Governor by mail.

Local level problems of access:

1. He mentioned Capital City Country Club which was leased to private owners by the city. The city argued it was losing money. There are moves now (he referred to Supreme Court rulings in Jacksonville), to return private golf courses to public use. Citizens may get access via the courts.
2. He personally petitions on many issues - he was involved with first City/County Consolidation proposal - but it was turned down by the people. He referred to the fact that county people do not pay for city services (via taxes) but may use them, e.g. recreation facilities. He related incidents where city and county couldn't agree who's jurisdiction a particular project was in (e.g., Boone Boulevard). He personally wrote letters to Mayor Hagan, with regard to street problems in his area (Texas Street) - had a petition signed requesting paving - but nothing has been done. What else can citizens do? Problem: He referred to at-large running of electing officials - they can represent a district but not live in them.

3. He mentioned that some people have access indirectly - he feels one has to fight for what one wants. He related a problem in his residential area - tried to petition 75% of property owners - but couldn't get enough signatures - he is outside county limit - they receive no services although they pay taxes - what can be done?

Summary:

He mentioned legislative interns (all are from Florida State University, none from Florida A & M University. He wrote to Don Tucker to try and get this changed. His philosophy is that even if one doesn't succeed initially, one must not yield, but keep trying.

He referred to the fact that our talk is focused on problems - not on solutions.

Dr. Smith mentioned the difference between Boston and Birmingham (civil rights movement). Boston believes that violence is acceptable means to achieve what they believe is right, but Martin Luther King, in Birmingham, felt access was gained by peaceful means. He believes it may be possible only to gain access by violence, and demonstration (civil disobedience).

Final Point:

He referred to pre- and post-certification changes in salary payment made by the State of Florida. It is disconcerting that one person can manipulate you in today's huge institutions.

He stressed the need to consider joining groups such as Nader, Common Cause, Women's groups - to make American democracy of value to all of us.

10:15AM TRANSPORTATION PLANNING ISSUES IN TALLAHASSEE: A CASE STUDY FOR ANALYSIS

A Spectrum of View Points on Effective Citizen Input
Rodney F. Allen, Moderator

Noel Brown, Tallahassee-Leon County Planning Department:

Mr. Brown began with an outline of the history of transportation planning in Tallahassee and the activities of his agency.

1. Major Thoroughfare Plan, 1960s - 1967 & 1969
2. 1970: Major Plan Reevaluation (1995) - streets and highways
3. 1972: Transit Technical Study - Long Range Capital Improvement Grant
4. 1974: Expanded Scope of Work:
   a. Person Trip Models
   b. Environmental Assessment
   c. Community Involvement Program (rejection of 1995 plan in October, 1975)

5. 1976: Alternative Plan Development (2000)
   a. Minimal Improvements
   b. Mass Transit Element
   c. Management and Operational Strategies
   d. Financial Feasibility Study

6. 1976: Short-Range Transit Technical Study

Community Involvement Techniques (Tallahassee)

1. Citizen Advisory Committee - 27 census tracts
   (8 vacancies)
   Original transportation - expanded comprehensive
   Continuous input on process (monthly meetings)
   Carry through on APD
   a) goals and policies
   b) alternatives
   c) modifications to selected plan

   Forum for all citizens/also Policy Committee (City and County Commissioners)

2. Neighborhood seminars conducted by an official in his agency -

   a) 1995 Recommended Plan (which was overturned by citizen input)
   b) Neighborhood Planning Seminars
   c) APD plan alternatives

3. Surveys

   a) Citizen Advisory Committee survey on 195 plan -
      Seminar participants and random sample

4. Problems

   a) Overall community involvement (neighborhoods/socio-economic)

5. Neighborhood Groups - These work independently and have had impact on policy at the Policy Committee level.

   -N.E. Corridor
   -Lafayette Neighborhood Group

Mrs. Charles K. Mann, Tallahassee Urban Area Transportation Study Group (TalUATS), Citizen's Advisory Committee

Ms. Mann commented upon the role of the citizen in government. Unfortunately, we tend to think that we have done our duty once we have voted. We become complacent, and leave government to elected officials and employees. This leaves a gap or void. As one elected official said: "No one can represent the will of the people unless the will of the people is known to him [or her]."

Effective Citizen Input - General Remarks by Ms. Mann:

So you have a problem which affects you, your health and/or property.

How and where do you begin to solve the problem.

1. Identify accurately the nature of your complaint or problem. Is it strictly an individual concern or a community concern?

2. Obtain facts to back up your statement of concern. Observe Commission meetings.

3. Identify proper persons or groups of persons to be made aware of your problem:
   a. Governmental - elected officials, Department Heads, regulatory agencies, others?, Advisory Committees.
   b. Interested citizen's groups -- in transportation -- many environmental groups, Sierra Club, Audubon Society, Neighborhood associations, League of Women Voters, Sound Transportation Coalition, Chamber of Commerce. Get to know the positions of these groups.

4. So you have your information ready, what now? Written communications are probably the most effective. Copies should be sent to all persons and groups that will have a say in the final outcome of your problem. When time is short, of course, telephone calls and telegrams may be necessary. Voice your concerns at public hearings and forums when possible. Many times an individual expressed a point of view that has not been previously considered.

5. Look for and present alternatives for solving problems, realizing the need for reasonable compromise.

6. Don't be put off by statements that this is already past the change stage.

7. Don't use incorrect information or insinuations. Again be as accurate with your facts as possible (environmental factors, economic factors). It doesn't take an expert engineer to know that increases in pavement and concrete cause more rapid and more water run-off, that an increase in numbers of cars, trucks and other vehicles, causes more noice, pollution.

Let's go back to some specifics: Assess how a project is going to affect you and your community, with regard to four-laning a major thoroughfare. What are the pluses given - cars move more rapidly, saves time, may decrease pollution that number of cars create then negative balance. Safety factor - so many other factors influence this, road surface, design, driver behind wheel. Negative side - more vehicles, more noise, more pollution eventually, generate more traffic. It then becomes necessary for people to close windows, air condition more, pay higher utilities. There would also be drainage problems, hazards to bicyclists & pedestrians, etc.

<u>Value of Citizen Input</u>

1. It may prevent some costly first time mistakes.
2. It will hopefully prevent repeated costly mistakes.
3. It will provide government with a broad range of community understanding, and support.

What should be the role of the Citizen's Advisory Committee to City and County Commissions? To the Citizenry?

Should this group merely take information presented by the TalUATS and advise the Commissions on this basis?
Should this group act as a sounding board for the general citizenry and interested groups, as well as the City and County Commissions?
Should this group be responsible for disseminating information to the public?

These are some of the questions that have come up in CAC meetings on which there are varying opinions.

Ms. Mann urged us to look into the activities and publications of:

The Center for Community Change
1000 Wisconsin Avenue, N.W.
Washington, D.C. 20007

David Gruender, Professor and Chairman, Philosophy Department, Florida State University, Member of Sound Transportation Planning Coalition.

David Gruender spoke of the current status of laws with respect to citizens in transportation planning. He feels that governments are essentially handy things - necessary in order to move in a coherent direction together - government is a means by which that can be done.

He mentioned that government helps us move in the direction we want to go. There was not much interest in transportation planning until about five years ago, therefore, until recently there was not much active participation or laws in the transportation area. Now we have railroads, combustion engines (cars), etc., which necessitate needs for transportation planning, roads, etc.

The situation today is that citizens' energy should be utilized toward transportation planning - should focus on needs to balance private transportation versus spending money on public transportation. There is recognition of playing with words to establish bases of choices we make.

He stressed that the Federal Highways Acts state that citizen participation is required:

1. Federal gasoline tax share - in order to get dollars back into Florida, the Federal government requires a transportation planning process of citizen input (participation).

2. Tallahassee Plan - must be adopted by government body:
   a. Transportation Policy Committee (City and County Commissioners)
   b. Citizen's Advisory Committee
   c. State Department of Transportation (State gas dollars go to them, and a share of federal dollars too - they pay to design and build the highways (DOT has responsibility to carry out hearings according to Federal law).

3. Specific Projects - public hearings for citizen input

There are both elected and appointed government officials, and departmental agencies, who affect transportation planning. The Florida Department of Transportation - citizens have no vote there. He mentioned Mr. Carpenter, Federal Highways Office official, who is unavailable at most times. He suggested that contacting Senators can be helpful as a means of access. He stressed that the Federal Highways Office is a very difficult place to get information, or to give input.

Actions that have been and are effective:

1. Citizen's Advisory Committee (have problems with inner coordination, therefore, until 1975/76 have not been too helpful).

2. Appear before County Commission to be heard - he has taken time to make progress with the Commission. Groups may need to consider legal action to be heard - if they have a legal base for this action.

3. Citizens can appear before Transportation Planning Committee.

4. Think carefully and accurately what you want to achieve by citizen input.

5. Citizens must do adequate research to be effective in input. Diplomatic skills are also essential.

6. Dealing with government agencies (e.g., State Department of Transportation). They hold hearings - citizens can give input. (He referred to the Tharpe St. hearings).

It can be frustrating if citizens feel that they are not effective - it is not always possible to see if citizen input is effective or not. Federal laws say "citizen input must be taken into account." There is some question as to when government agencies do take citizen input into account. Citizens should realize that even if ultimate decision is not totally what they want, perhaps their input was taken into account in making the decision.

Dr. Gruender feels it is absolutely essential for government and citizens to work together to achieve a general consensus, work together for community action (stressed working together for best interests of community).

Ben Thompson, Jr., Tallahassee City Commission

Ben Thompson drew an analogy between government and roaches - stating that government was was than roaches! He stated that we have built government to keep it out of the house.

We can learn from history - we cannot give up as we have to consider the future. We must look to the future, not the past, especially in areas like transportation.

He continued: "Let's look at the current system and how to improve it":

1. What we do wrong - we complain a lot, don't do much. In the past neighborhood organizations were not there. He stressed the need for organization in order to be effective. He feels it is good to participate on the Citizen's Advisory Committee, talk to government agencies, take legal action to be heard.

His advice is: study new Consolidation Charter and vote for it, in order that City and County Commissions can work together as one body. He agrees with citizen input and evaluation.

He feels that citizens must be involved in a continual process - be involved to elect candidates, support them, etc. for the future of the community.

He advocates legal procedures (e.g., lawsuits) in order to be heard. Citizens need to be involved in politics, so that their representative in government can help facilitate their wishes.

One thing you can do: when a politician takes a stand you approve of, take time to let him or her know. This encourages politicians to fight for the rights of the citizens.

He stressed the need for consolidation, and the need for people to work for local government.

He talked about the Sound Transportation Planning Coalition versus an "Organization of 100 Businessmen" - how a business organization contributes to get its representative elected. He feels it is much harder to get a representative of the people (first, that representative must look for money before he can campaign actively).

He referred to "roots", not "twigs" and "branches". "What is wrong with having an organization with the sole purpose of raising money to support a person running for office?" He feels that the Commissions should have representatives from all segments of society - the only way this can be achieved is for organizations to be formed, with money raised to put up their own candidate, so that the Commission won't comprise only big business interests.

He noted that "access" can be achieved because an interest (e.g., banker, realtor) can give money to support a candidate (money talks!).

He said that he is always available for citizen input - but that not every Commissioner will do that. Organizations will come to him to keep him informed. He says that a Commissioner who is unwilling to hear the people is almost impossible to gain "access" to. The only way to deal with that is not to vote for him again - to find a candidate who will provide "access." He advocates getting involved with a campaign, contributing to a candidate, putting organizations together - to support those who will work for what you want.

He feels that the key to input is organization.

1:30PM CITIZEN PARTICIPATION SKILLS

Peter A. Butzin, Facilitator

Anna S. Ochoa, Vice-President, National Council for the Social Studies

Skills for Citizen Participation

Two powerful concepts intersect as citizens seek to influence public policy: rationality and power. Can we, as Lyndon Johnson suggested, "reason together" or is public action limited to the adage that "might makes right?" Can human beings apply their intellectual abilities to reason, to weigh evidence, to derive supportable and defensible conclusions or is every public act reduced to power politics?

My answer, at least, is that recognition has to be given to both of these concepts. "Reasoning together" would not have been sufficient for Martin Luther King in the context of the civil rights movement, nor for Ralph Nader's attack on the practices of the big automobile manufacturers. When people hold different views of what should be, or when they place self interest above the public interest, "reasoning together," taken alone, holds little promise for change.

Movements that have effected major changes in our society have relied heavily on the use of power and on occasion have resorted to acts of violence. A potent example is found in the practices and strategies of the American labor movement. Without the use of the strike, it is not likely that labor would have realized its goals.

As this society has become increasingly complex and increasingly bureaucratized, the notion that the individual acting alone can effect change has eroded. In a post industrial society such as ours, the individual can only be effective when he or she acts in concert with other people through effective organizations that have a large base of support and can exercise influence and power because of that support.

The view of citizen participation skills that is advanced here is based on a theory posited by the sociologist, Amatai Etzioni. In his book, The Active Society, he optimistically advnaces the theory that we still have the option of creating an active society -- a society that is in charge of itself and is committed to the realization of its values. Several concepts are basic to this theory. The first is "an active orientation." An active orientation consists of:

1. A conscious and knowing actor

2. A set of goals to which the actor is committed

3. Access to power

In this context an actor is seen, not as an individual, but as a social unit that is aware of itself, committed to its goals and possesses the power to act in ways that realize its goals.

The emergence of an active orientation is, in turn, based on two other concepts: cohesive relations and control networks. Cohesive relations involve those processes that strengthen the bonds among members and increase the chances of building consensus and acting in unison. Control networks are organizations which provide the structure and energy to manage the members and impacts the targets of change.

The skills that are derived from this theory represent a mixture of rationality and power. They include such skills as the following:

1. Interpersonal communication
2. Value analysis and justification
3. Creating shared values
4. Using symbols to unify the membership
5. Symbolic interaction
6. Representational interaction
7. Membership recruitment
8. Socialization of new members into the values of the organization
9. Satisfying personal as well as the social needs of members
10. Building coalitions with other organizations
11. Developing leadership with the organization
12. Designing programs, projects or campaigns
13. Processing and revising knowledge on the basis of experience
14. Decision-making

It is these kinds of skills that need to be acquired by organizations which seek to alter conditions in the society. Although these skills apply to local as well as societal problems, the theory advnaced here suggests that most problems will be resolved at the societal rather than the local level.

William Hammond, Lee County Schools

Awareness -- Action -- Persistence

Bill Hammond described his position as a teacher/supervisor in the Lee County Schools - including his current work each Monday with a peer/teacher selected special class of "high leadership potential" students from various high schools. This class includes "negative" as well as positive leaders. He proceeded to describe his Action Education Program for these students, and for adult community leaders. He reported on many student successes, including action on the Six Mile Cypress (see attached sheets and the one-page action model).

Bill Hammond stressed that persistence was the key to citizen access and action.

AWARENESS - *ACTION*-PERSISTENCE

- **RESPOND** as a change agent in situations where your personal values indicate change is needed. Think positively - take a positive position whenever possible.
- **DO YOUR HOMEWORK** - organize your resources - become an expert BUT don't claim to be one.
- **ESTABLISH CONTACTS** in the community and bureaucracy.
- **IDENTIFY** your allies and your opponents. (Try to change opponents into allies.)
- **COMMUNICATE** - maintain ongoing contacts at all levels.
- **THINK** - establish a CLEAR GOAL - plan your course of action - always be aware of alternatives.
- **ESTABLISH A MASS MEDIA STRATEGY** - get to know the Press.

✳ Continually practice **POLITICAL FORCE FIELD ANALYSIS.**

- **MAKE POSITIVE CONTACTS** with decision makers - establish credibility and your value as a resource person.
- **CAREFULLY PLAN** your hearing and other formal presentations.

If you lose the first, second or third rounds or decisions, analyze what you did not do adequately and improve; then **TRY, TRY AGAIN!**

- **SINCERE PERSISTENCE** is the most effective tool an activist has going.

NOTE: Remember every bureaucrat wants to be a nice person but many are locked in by the system. Always treat them as humans with respect and love and you will be amazed at the results.

Right now Six Mile is in private ownership. In order to make it a publicly owned park, the land must be purchased.

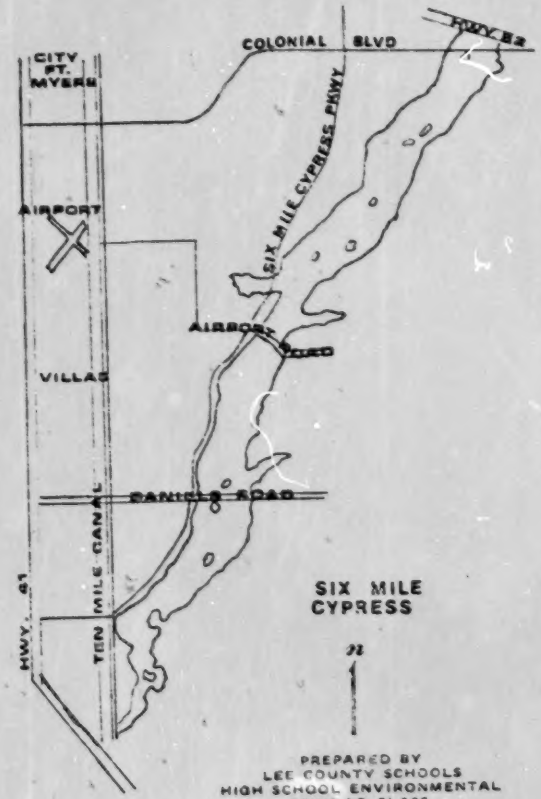
It encompasses about 2,557 acres and, at current land prices, will cost between 1.5 and 1.8 million dollars.

To raise the money needed, a special ½ mill tax increase for 2 years is proposed. This increase will only cost the taxpayer one dollar for every thousand dollars worth of property. 20,000 dollars worth of property would mean only a ten dollar increase in taxes per year. This seems a small price to pay for preserving one of Lee County's valuable resources.

You will thank yourself for having the foresight to save a piece of Florida for yourself.

Future generations will express praise for your wisdom in saving this swamp today for all tomorrows.

Are you interested in helping to prepare the plan and campaign for the acquisition of Six Mile Cypress? If so, call the Environmental Education Center and leave your name and you will be contacted (334-1983).



SAVE OUR SWAMP

SIX MILE CYPRESS

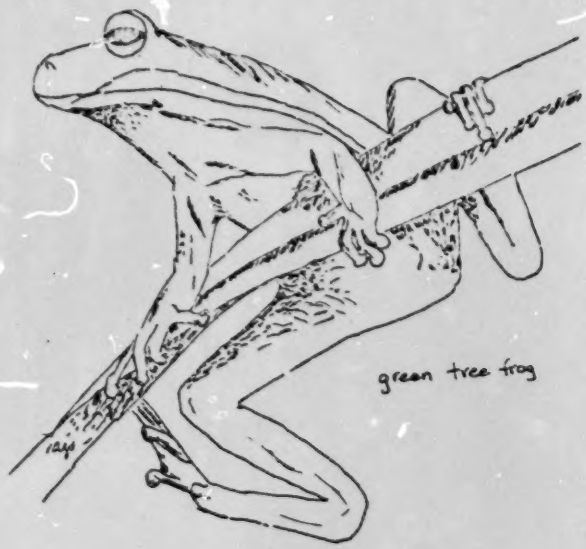
Six Mile Cypress is a valuable reserve of plants and animals for the Lee County area. Otters, racoons, rabbits, deer, Florida panther, woodpeckers, and alligators are but a few.

The ghost orchid is one of the rare and unique plants found in this area.

As the population of Lee County increases, the pressure on our natural environment also increases. Our water supply is being threatened

by salt water intrusion due to over drainage from development. A water management plan utilizing Six Mile Cypress will increase the retention of fresh water so that the underground water supply can be recharged.

Six Mile Cypress also helps support the commercial and sport fisheries of Estero Bay by pouring fresh water into the estuary (part fresh, part salt water).



The Six Mile Cypress Strand would be a beautiful park away from urban pressures. Bicycle paths, observation towers and boardwalks would make Six Mile an inviting recreational area. Various community groups have already agreed to donate time and funds to make this a realization.

WHY and HOW SIX MILE CYPRESS CAN BECOME A PUBLIC RESOURCE

Six Mile Cypress Strand is in danger of dying! The growing pressures of spreading urbanization, extensive drainage and planned roads have stressed the cypress strand greatly.

While not suitable for development, Six Mile is invaluable as a water retention area, as wildlife habitat, and as a park and recreation area for the people of Lee County.

Easily accessible and centrally located, the Six Mile Cypress Strand can become a central park for the Ft. Myers area. As an educational resource, a nature retreat with boardwalks, bicycle paths and observation platforms, Six Mile can serve resident and tourist, both young and old.

While Six Mile is now entirely in private ownership, it is very difficult to institute a meaningful water management program, reestablish natural freshwater flow to the declining Estero Bay area and, of course, it is not accessible to the public.

Only through a public acquisition program can Six Mile Cypress be a resource for all. Many groups, community organizations and public commissions have publicly endorsed this concept. The Five County Contractors' Association has even agreed to construct a boardwalk and observation tower. A scenic bicycle path from Lehigh Acres to Edison Mall or Ft. Myers Beach would become a practical reality.

Various acquisition plans have been proposed, but we believe the most feasible answer is for the people of Lee County to buy the strand for themselves. Thus, a one year millage levy is being proposed to buy Six Mile Cypress for use as a public park.

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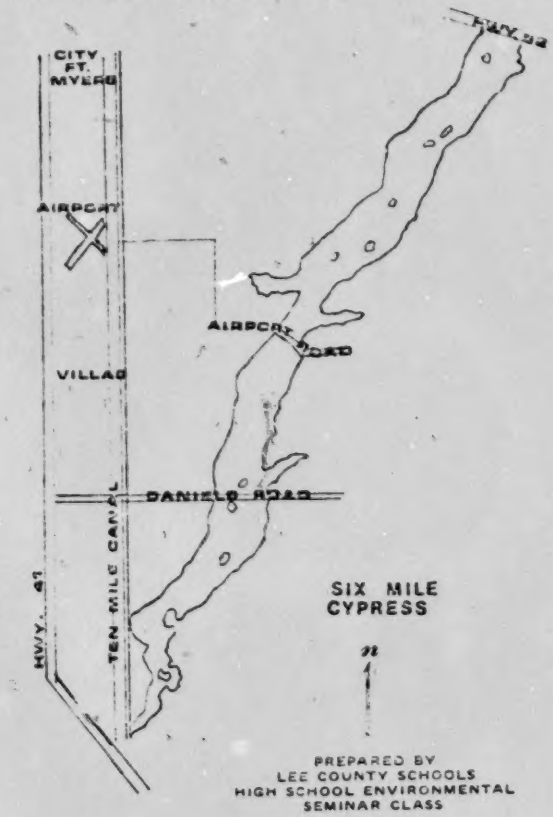
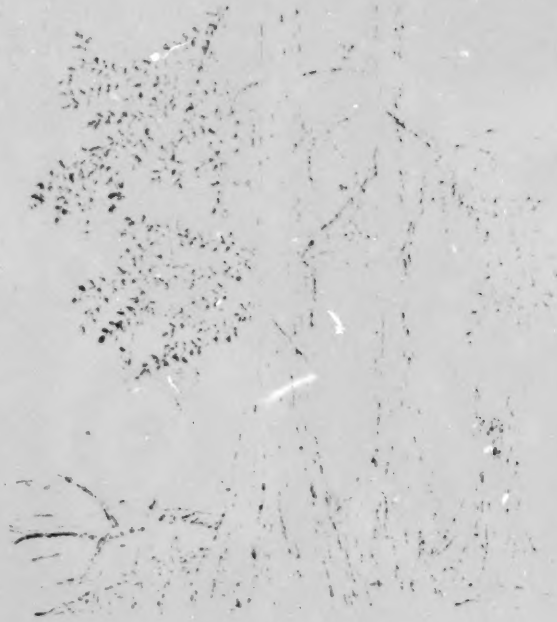
The details of this acquisition plan are now being gathered and will be explained in depth in another brochure.

Are you interested in helping to prepare the plan and campaign for the acquisition of Six Mile Cypress? If so, call the Environmental Education Center and leave your name and you will be contacted (334-1983).



PREPARED BY
LEE COUNTY SCHOOLS
HIGH SCHOOL ENVIRONMENTAL
SEMINAR CLASS

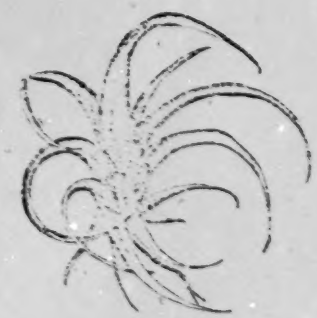
WHY BUY



SIX MILE CYPRESS?

...What area in Lee County, within one mile of the Ft. Myers city limits, is a haven for otter, deer, rare birds, the beautiful ghost orchid, and the almost extinct Florida panther?

Ghost Orchid



Tillandsia Air plant

...What area in Lee County can become a retreat from urban pressure, with bicycle paths, an observation tower, and boardwalks (to be donated by Five County Contractors' Association)?

...What area in Lee County helps support the commercial and sport fisheries (oysters, crabs, shrimp, fish) of Estero Bay by pouring freshwater into the estuarine (part fresh/part salt water) bay?

...What area is this? THE SIX MILE CYPRESS STRAND

Located approximately 2 miles East of the airport, extending from Highway 82 to the borders of Estero Bay.

David Gussow, Tallahassee Democrat

Media Perspectives on Citizenship Skills

A few weeks ago, after meeting with commissioners on a particular issue, a woman came up to me and asked, "Why do they treat us like adversaries?"

I couldn't answer the question, but it illustrates what I believe to be the dominant relationship between local government and many citizens -- a process more of confrontation than true participation.

Very few concessions have been made to local residents opposed to current transportation plans. On the other hand, citizens supporting the road programs have been suffering in silence waiting for the impasse between local government and citizens to be resolved.

Citizens in Tallahassee have what could be an effective tool for participation -- an abundance of organized neighborhood associations which keep a pretty close eye on what is happening.

But the associations have been more effective in fighting short battles -- against a zoning case, for example -- than in a long-term process such as transportation policy in which the agencies and policy-makers have more staying power.

Public hearings on roads have been platforms mostly for opponents. Thomasville Road has had more critics at hearings on it than supporters. Yet the plans are still on the book.

A court case and a subsequent settlement only brought about a replay of what has occurred over the years. Now the citizens are looking to take the case back to court.

Some progress has been made in the last several months with groups using a different tactic. Instead of mass confrontation at open meetings, small groups have been lobbying commissioners one at a time on their positions.

Although it hasn't completely come to fruition, evidence of a change in attitude among some commissioners is evident. One of the real problems for opponents of road plans here is convincing commissioners they represent the majority.

Associations do have many members, but most associations will say they can't always speak with unanimity and have refused to take the last step which would test their power in the community.

They've pretty much stayed away from politics. A candidate who had transportation as a major issue in his campaign last winter lost. If it was a trial balloon to send a message, it never got off the ground.

Even commissioners now serving were not elected on mainly transportation issues.

In addition, surveys conducted by the Florida State University Communications Research Center in 1974 and 1975 on the quality of life in Tallahassee, listed traffic and street problems high on the citizenry's list.

In the 1975 poll, traffic complaints went up considerably from the previous year as did street criticism.

In 1974, 37 percent of those surveyed reported dissatisfaction with streets and traffic, terming streets poor. It included physical deterioration as well as traffic congestion.

One of the interesting points made is that the figures for Tallasseeans were far above the state average in the same survey for similar complaints in other areas.

Only 23 percent said the situation was good in 1974.

Caught in the middle of active opponents and an unseen "silent majority" (for lack of a better term, commissioners seem to be sticking to their guns in the belief that their positions do accurately reflect the majority of citizens here).

Looking past local considerations, commissioners also have to look at the agencies which control the purse strings for roads.

"Widening roads might not be popular, but we've got to put the cars somewhere," a former commissioner said about the situation. Noting the Department of Transportation's money grip, he added, "It's like committing suicide if you don't go along -- even if it's something you abhor." A remarkable statement.

But consider DOT's position that they're only following local policy in setting priorities and funding for projects. It gets to be a real "Catch - 22" situation.

At a recent transportation meeting of city and county commissioners, they asked what would happen if priorities were changed. DOT would have to consider what they did in light of other communities' priorities -- and the money probably wouldn't be available.

The meeting also showed how far citizens have come in preparing themselves in the transportation field.

Where three years ago, a good case could have been made that most opposition was more emotional than substantive, citizens have talked, studied and worked to understand the process and are now challenging plans using existing administrative processes, such as fighting issuance of air quality permits.

Lightly touching issues in an environmental impact statement, as DOT did on noise and air pollution problems on Thomasville Road, are not accepted.

Ignoring citizens' petitions, which happened in 1974 when form letters were given more stature, and the continuing approval of projects opposed by most at public hearings, has caused some to become cynical of the process.

Final Comment by David Gussow: He pointed out that commission meetings focus on the most current, pressing issues, e.g., transportation, and thus, other items on the agenda, like zoning, may be approved more readily, even though they will ultimately affect transportation.

Gregg Phifer, Professor, Speech Communication Department, Florida State University

Introduction: Citizen-input into the decision-making process is primarily an exercise in communication, both oral and written.

I. The first prerequisite for the citizen seeking to make his input is to secure a hearing. It takes two to communicate.

A. So often the concerned citizen complains, "But they won't listen." Or if the office-holder or bureaucrat grants an interview -- sometimes quite a project in itself -- the citizen all too frequently comes away convinced that his contact may have heard the words but did not listen to the argument presented.

B. One way of securing an audience with your city commissioner is to support a candidate with your money and your work. (Sooner or later--and maybe later than sooner--you will support a winner and be able to maximize your input.

C. It may be possible to get an introduction to the commissioner (or other official) from someone who knows him well.

D. The demonstration (march, vigil, etc.) does not constitute an argument in itself, but it has been a device to secure attention, particularly from the media. (The extreme of the demonstration is civil disobedience, both demonstrated by Martin Luther King, Jr., and Father Berrigan, who visited FSU recently).

II. A second prerequisite for the citizen who wishes to influence the decision-maker is that he (the citizen) become informed on the subject with which he is concerned. Inquiry precedes advocacy. A sharing of ignorance or a repetition of one's position seldom convinces anyone.

A. This requires a willingness to work, to do the investigation necessary to know whereof one speaks.

B. The state (bureaucrat or office-holder) has access to a great deal of research, professionally conducted. The office-holder may select what he wishes from the research; it is often a good idea if possible to get the original report, to talk if possible to the person who made the report. This places a burden on the citizen who does not have access to all the research used by the decision-maker.

III. If the citizen is to make his input, he/she must take the initiative. There is a great deal that can be done individually, on your own.

A. The easiest form of influence is the postcard or letter to the decision-maker.

1. The form letter is not highly regarded. The postcard expressing opinion but offering no reason will be counted (and that is important), but the reasoned short letter is likely to get more attention.

2. Timing is important, since it is awfully easy to be just too late, to have your letter arrive <u>after</u> the decision has been made, the final vote taken.

B. If the decision-maker is in your home town (city commissioner or county commissioner, a telephone call can express your concern. This involves a give and take for which you had better be prepared.

C. The public opinion telegram (special rate) can be sent to your senator or representative in Washington.

D. When your representative in home for a recess, or between sessions, it may be possible to arrange an interview. This is perhaps easiest done as one of a delegation representing some organized group.

E. The individual can start a petition and collect signatures. One of our first amendment rights is to petition for redress or grievances.

IV. The citizen can <u>organize</u> -- or <u>join an existing organization</u> -- for maximum input.

A. The special interests -- road builders, realtors, etc. -- are well organized and well financed. They are sure to make their input where it counts and make it effectively. e.g., National Rifle Association.

B. Any citizen group that hopes to compete with the special interests must organize to do it.

C. Neighborhood associations are a grass-roots organization for making citizen input. It is hard to get them geared up until a crisis occurs, and once the immediate crisis has been resolved, they tend to disintegrate.

D. Many on-going organizations (Sierra Club, National Wildlife Federation, Common Cause, League of Women Voters, etc.) can be enlisted in support of a good cause, often brought into a coalition that can influence decisions.

Conclusions:

<u>Summary</u>. What we are talking about today is participatory democracy. There are those who believe that we have created a republic in which the individual citizen should leave the decision-making to his elected officials. I assume that most of us gathered in this room do not accept that position. We believe that we have the right to influence as well as to elect, that our representatives should do more than stand for election every one, two, or six years.

We in the South have a peculiar habit that makes our position essential if the voice of the people is to be heard in the land. We tend to think that an elected official has first call on his job, that he should be sent back again and again and again, as long as he is alive and able to participate -- and sometimes long after that. Notice how often the incumbent in one of our elections has no opposition, or token opposition at best. Would one argue that Don Fuqua has always represented our wishes by his votes? Yet he, too, has ordinarily been unopposed or virtually so.

Our failure to challenge the incumbent gives our representatives seniority in the national legislature and explains why so many committee chairmanships are held by southern senators or representatives. But translate this habit to the local level, and we have a different problem. Jack Whiddon is probably a good case in point. So perhaps is our Black on the City Commission, James Ford. Probably Harold Knowles owes his defeat as much to our white unwillingness to have two Blacks on the City Commission as any other factor. He certainly doesn't owe his loss to the eloquence of his opponent.

If participatory democracy is to work, it can do so only through our efforts, yours and mine. We cannot rely on George to do it, because George is busy about his own business, and maybe he's on the other side, or representing the special interests. It all comes back to you and me.

David E. LaHart, Apalachee Audubon Society, and Director, Environmental Service, Inc.

Mr. LaHart used examples to communicate his thoughts because 1) they provide useful abstracts to enable us to look at skills rather than problems and their outcomes, and 2) we can better explore pathways to solve real problems. He enumerated the skills and examples as follows.

Patience:	Not usually thought of as a skill, but it is the critical ingredient for success with agencies, organizations, and officials.
Tenacity:	Citizens need to know their limits (the limits to their power, time, etc.) and use that to best advantage by hanging "in there" without being diverted to other tangental tasks.
Research:	Citizens need to be able to find information and to out-research the persons doing research for officials and groups advocating what you are opposed to.
Holistic View:	Citizens need to see the whole problem involved, including environmental, social, economic, and political impacts and webs of relationships.
Knowing the Facts:	Citizens need not only to find information but to know and use that information. For example, who owns the land upon which the proposed highway interchange is going to be built? Talk about passenger miles when officials use auto miles? Use what knowledge you have to your advantage.

Knowing People:	Contacts and friendship are important not only at the top, but with persons employed at lower levels in agencies and government. They can inform you as to what is happening, forthcoming, etc. They have real power as well as information. For example, know legislative aides, and get expertise and time resources from people who have it -- "The Grey Panthers."
Getting on the Record:	To have standing in court, if an access problem goes that far, you will need to get on the record at earlier hearings -- to show concern and damage.
"Play It Again, Sam":	It is useful to keep files and records, and to have a historical perspective, for similar problems and tactics keep reoccurring.
Lead Agency Concept:	In essence, this includes a group of organizations and groups working on a problem. One group keeps on the pressure and irritates the adversary agencies, while another set of groups cooperate and are helpful (while dissenting!). "You make them mad, and I'll work with them."

While some of these skills seem unduly subversive to Americans educated out of high school civics textbooks, they are the ones which can be successful in a representative democracy without equality of citizen access.

(The following remarks were prepared by Peter Butzin, Executive Director Common Cause in Florida. They were presented to the conference on "Highways and Humans," June 26, 1976, in Tallahassee.)

Welcome to the afternoon session.

This morning we found our government compared to cockroaches. This afternoon I'd like to begin by telling you a story about frogs.

According to the story three frogs one day fell into a crock of sour milk. The first frog boldly pronounced, "The Lord Frog will provide." He did absolutely nothing but fold his little arms and legs and promptly drowned. The second frog, on the other hand, immediately panicked. "Oh, the sides are too steep; the milk is much too deep; there is nothing I can do." He thrashed aimlessly for a while, but pretty soon drowned in the milk. The third frog--I guess he was neither an optimist nor a pessimist--you might call him a frog realist, admitted: "Indeed, the milk is very deep, and the sides are ever so steep." But he figured as long as he had two arms and two legs, he'd slowly swim around trying to keep his little nose above milk for as long as he could. And so he did. And after a while he bagan to feel something solid beneath his feet. It was butter! So he stood up on that lump of butter he'd churned up and jumped out of the crock of sour milk!

When I tell this little story to Common Cause members around Florida they often suggest that what we're swimming around in may be a good deal more unpleasant than a crock of sour milk. Certainly our governmental institutions don't give us much room for hope or we wouldn't be here today wondering how we can have impact on transportation policy.

Nevertheless, I think we have some choices. We can be like that first frog and assume that somebody else will save us but do nothing to liberate ourselves. Or, we can be like t e second frog--well intentioned;

trying to do something, but not knowing how to go about the task. We thrash around, usually eventually drowning amidst our own political naivete and lack of focus.

But there is a third choice. I suspect the people on this afternoon's panel will take this choice. They will show us how we can respond to the crock of sour milk in which we find ourselves. They will show us how to make the most of our situation. They will show us the citizen participation skills which are necessary to make a difference for our liberation.

This afternoon we will first hear from Anna Ochoa, Vice-President, National Council for the Social Studies. Anna will share some thoughts regarding values education in public schools. Bill Hammond, who is with the Lee County Schools, will provide some examples of what some of his students have done in the Fort Meyers area to show their environmental awareness. Next David Gussow, staff writer for the Tallahassee Democrat, will express some of the things he has learned about the impact of citizen involvement in local transportation and environmental issues. Gregg Phifer, Professor of the Speech Communications Department at Florida State University, will then relate his field to the task at hand. Then David LaHart will share some of his experiences. David is with the Apalachee Audubon Society and Director of Environmental Services, Inc. I will conclude this afternoon's program with a few brief remarks on how Common Cause relates to transportation planning.

(at this point in the program each of the panelists presented their remarks and responded to questions and comments from the audience)

Now it's my turn.

Most of you already know that Common Cause is a citizen lobbying group which attempts to make government more open, accountable and responsive

to the public interest. Admittedly, we have not become very directly involved in transportation planning, particularly at the local level. We were instrumental in encouraging Congress to free federal highway trust funds to develop a total system for transportation instead of just interstate highways.

But don't be too disappointed. Common Cause has been involved in broader questions which have an important impact on what we are doing at today's conference. If Common Cause were to have a motto, I suppose that it would be, "Process Determines Substance." We're all interested in the substance of pressing issues in social policy. Some of these include environment, energy, resource allocation, transportation planning, governmental regulation--I could go on and on. But what happens if the process is so archaic, so unmovable, so bogged down that substantive issues can't be dealt with in an open, responsive and accountable way which takes the public interest as seriously as the special interest groups? And that, my friends, is a statement of fact about state and national government today. It's what City Commissioner Ben Thompson referred to this morning as his "cockroach theory" of government.

What is Common Cause doing about the problem? Although we are involved in a few selected issues such as the B-1 bomber, the Federal Clean Air Act, reform of the Civil Aeronautics Board and others, the main thrust of our program during the last five-and-one-half years has been our OUTS or, Open Up the System Program.

The OUTS program means government in the sunshine. Laws which affect the public interest ought to be made in its presence.

It means financial disclosure. Those who legislate and administer public policy decisions have the obligation to disclosre their personal

finances to avoid conflicts of interest.

We have also worked for lobby disclosure. The public has the right to know the sources of income, expenditures and contacts of professional lobbyists.

Common Cause has also worked for sunset accountability. Governmental agencies should be periodically evaluated and should not continue after their services are no longer required by the public.

We have worked hard to promote public financing of elections. The best way to avoid having politicians being "bought off" by big monied special interests is to discourage large contributions and provide equitably distributed public funds for campaigns.

Common Cause has also promoted reform of rules and proceedures. Legislative rules should be reformed to allow more equitable access to governmental processes.

Make no mistake about it. Each of these directly affects citizen access to transportation planning. Do you suspect a politician is benefiting directly from a large road contract? Financial disclosure would make it easier to find out. Are your elected officials making key decisions behind closed doors? Strong "government in the sunshine laws" prevent the practise in the state of Florida. Do you suspect that the trucking lobby is putting transportation on the auction block and consistently winning as the highest bidder? Then join Common Cause and help us work for lobby disclosure. Is one of the regulatory agencies' work no longer required for sound transportation planning? Sunset provisions would help insure that the public is not duped into paying for governmental obsolescence. Is the highway construction industry "buying off" politicians? Public financing of elections would help insure that the public is heard as clearly as the special interest group.

What we are doing on this afternoon's panel is not so much presenting the problem as addressing the solution. One solution, then, is to join a citizens lobbying group like Common Cause. If "your thing" is done with another organization, at least listen for a few momments while I share some of the things we've learned about having an impact.

First, you need membership. The conserted action of many people will be much more powerful than voices from the wilderness of a single individual. Common Cause members not only help finance the organization; they are also asked to be activists for an effective citizens' lobbying network.

You may wish to develop a telephone network. The purpose is to quickly initiate amassive campaign for influencing legislation. An organization is far more credible when your target knows that you represent a constituency.

Use the media skillfully. Give the mass media story; don't simply seek publicity. What you are doing is important, but people have to know about.

Fourth, build coalitions. If Common Cause's primary slogan is "process determines substance," a likely runner-up would be: "never permanant allies; never permanent enemies; but always permanent issues." Find friends and allies and work with them.

Chose your target carefully. Common Cause has identified the problem not so much as a poor transportation policy, but as a decrepid system which needs the OUTS reforms. Similarly, if the only stumbling block to keeping the trees on Old Bainbridge road is an unconvinced county commissioner, by all means work for a good opponent in the next election. But if the real stumbling block is the Department of Transportation, don't waste your time at the county commissioners' level.

Sixth, be selective on the issue and don't spread yourself too think. Common Cause's success can be attributed directly to how carefully we limit our issues. Don't try to tackly the whole state's twenty year transportation plan. Start out with a manageable objective and give it all you've got.

Develop skills necessary to sustain most any voluntary association. Match tasks to individuals' skills and interest. Be sure everyone understands how s/he fits into the total movement. If the organization works for a longer range effort, provide opportunities to train, develop and use new leadership. Involve everybody.

Develop lobbying skills mecessary to make the best use of phone calls, letters or personal lobbying. Be well-informed on the issues and realize that your people can know more than policy makers . Remember that you provide information. Make sure that it is accurate; that it doesn't exaggerate. Don't guess an answer--if you don't know it, provide it later. Never threaten. Use facts and figures rather than glittering generalities, testimonials, bandwagon and other techniques of Madison avenue. Realize that those who hold office generally are hard working and want to do what is best for their constituents--help show them the way. P aise good politicians as often and as publicly as you can. Suggest alternatives to bad legislation.

In conclusion, I suggest that instead of complainging about politics we attempt to use the political system to our advantage. Become as literate in citizen participation skills as we expect in reading, writing and arithmetic. Remember that process determines substance. Only with this idea freshly in mind can we begin to take government off the auction block.

Bill Hammond earlier said that if you fail, it's because of you. I'm a bit uncomfortable with that statement. I would qualify his

argument by suggesting that while failure may be your fault, it may also be the result of no opportunity to have access in the governmental process. There are three kinds of people in the world. Those who watch things happen, those who make things happen, and those who, after all is said and done, ask the question, "what in the hell happened?" We at Common Cause believe that we're part of the second category. If you would like to join in our effort, I just happen to have brought along some membership applications . . . .

Summary, Rodney F. Allen, Florida State University

It was interesting sitting at the conference and listening to people, coming from a pragmatic background, shock those who thought of the citizenship process in ideal terms. People implicitly made suggestions and raised questions from their perspective on what American society is like and what the best way to promote social change is. At no time during the conference were these implicit assumptions made explicit.

It is useful here to spell out three attitudes toward societal change (including citizen access) which are based upon quite different assumptions about human nature and the nature of our society.*

I. Power-coercive process. People in our society are caught in huge, complex social institutions which cause and perpetuate the basic problems of the social and environmental order. To deal with them and to cause change, persons must organize, control rewards and resources, and compel change. For government and public institutions this means mustering votes and influence as pressure. For individuals it means exerting controls and manipulating rewards. For private groups it means developing a countervailing force (e.g., organize consumers against power companies). The essence of change is power.

*These categories of change are drawn from the work of Kenneth Benne, Warren Bennis, and Robert Chin, The Planning of Change (New York: Holt, Rinehart & Winston, Inc., 1961).

II. Normative re-educative process. If you want to solve social problems, the basic difficulty lies with social values. People need to examine the facts and reflect on their values and social expectations. Change agents must raise the consciousness of others: What are the problems? What is wrong with this or that? They need to teach the skills of dealing with problems and with social institutions (e.g., government, business). This endeavor will lead to the solution or resolution of problems and conflicts.

III. Rational-empirical process. People will change their beliefs and behavior and will change their social arrangements if one simply presents the facts clearly in a rational argument. People want to do "good," they just need information and rational discourse to chart the way. If you want to get people to change social arrangements to affect solutions of eco-problems, you need accurate information, solid arguments, and a forum for a dialogue with others.

It may be said that those citizens who object to the use of power in the political process, simply do not understand the nature of the political process in America. Power is what it is all about! Moreover, they fail to see power broadly -- involving at least five kinds of power available to citizens at various times.

COERCIVE -- Power based upon the ability to give or to withhold punishment, either real or imagined by those potentially affected.

example: "There is a $100.00 fine for dumping here. We might get caught." "I can't drop litter on the trail, because the teacher might once more embarras me before the class."

REWARD -- Power based upon the control of scarce resources desired by others, coupled with others' expectation of a positive result from gaining access to those resources.

example: "If I do this, I will get a salary increase." "If you vote our way on the Clean Air Bill, we'll provide campaign funds."

REFERENT -- Power based upon others' desire to identify and/or associate with significant others or symbols, and the ability to control access to those others or symbols.

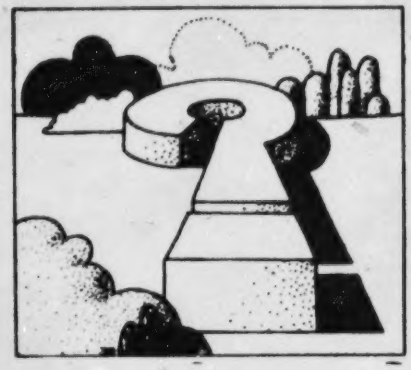
example: "You must do these deeds in order to join our group." "We can gain his support by inviting him to our club Saturday night."

LEGITIMATE -- Power based upon the ability to make another person, act, policy, program, or organization respectable and worthy of loyalty, and power based upon others' viewing a person, office, or system as worthy by achievement, ascription, or promise.

example: "This new social program is supported by the priest and the professor!" "The Byrds, our first family, looks with favor upon the governor and his policy."

EXPERT -- Power based upon others' perception of a source of information, skill, knowledge, or wisdom as creditable and authoratative.

example: "Ninety-nine scientists support breeder reactors for the generation of clean electric power." "Dr. Baum and his colleagues have considered this problem and their position and supporting arguments are convincing."



CONFERENCE CONCLUSIONS AND EVALUATION

"HIGHWAYS AND HUMANS" is designed to provide **dialogue** among four types of persons: 1) those practitioners of citizen participation skills on both sides of the issue, 2) government officials involved in policy decisions, 3) the general public, and 4) academic humanists from a variety of disciplines (e.g., history, philosophy, speech communication, ethics, and religion). While government officials and civic leaders have taken positions, the thrust of this conference is **not** to provide a forum for those who agree or disagree. The thrust is to identify the variety of citizen participation skills which are needed to cope with such issues, to see which skills were used (and by whom), and which were effective or found wanting in this situation. The hope is that increasing numbers of citizens, of various persuasions, will get involved in public policy issues and develop their own techniques and skills for affecting decisions.

The conference objectives were spelled out in the above brochure paragraph. Generally, the conference met or exceeded its objectives. Fifty persons attended the morning sessions and thirty-five attended the afternoon session. These figures alone are astounding for a sunny Saturday in June, following a week of rain! This attendance indicates that we did a better job, holding an issues/skills oriented conference (than with theme related meetings) and that we did an improved job with publicity (see Appendix A).

Most of the participants came from the Tallahassee area, but persons attended from Fort Lauderdale, Sarasota, Pinellas County, Lee County, and Jacksonville. In fact, we have been asked to assist a group in replicating the conference in Sarasota during the fall, 1976, or winter, 1977.

The evaluation data on the conference is summarized from participant forms on the following page. Written remarks included the following comments and suggestions:

"More citizen education of this type needed. Happy to find there are places and intelligent people formulating future educational means."

"The speakers were well chosen, and had a wealth of information to give."

"Feel conference was valuable, interesting, and achieved its objectives. Good speakers, good ideas."

"New information on how to develop citizen skills - has value for each person as an individual. Definite need for education of our children."

SESSION REACTION SHEET

1. How worthwhile has this session been for you personally?

	6	5	4	3	2	1	
Not very Worthwhile	--	3%	6%	--	33%	58%	Extremely Worthwhile

What made this worthwhile for you?

What limited its worth for you?

2. How clear were you about what you were supposed to be learning during this session?

	6	5	4	3	2	1	
Very Confused	--	--	--	15%	37%	58%	Very Clear

What, in particular, did you find confusing or unclear?

3. How much audience participation took place in the discussion session?

	6	5	4	3	2	1	
Seemed to be Very Little	--	--	18%	6%	24%	52%	Seemed to be a Good Discussion

4. Additional comments and feedback:

"Excellent Conference."

"Very worthwhile conference. Future workshop sessions could be designed with a more dynamic audience participation through mini-simulations, buzz sessions, etc."

"I hope, Rod, you will put another one of these on in Sarasota this Fall. Any possibility?"

"It would have been better had there been more time. However, a successful program always seems to have not enough time!"

Recommendations

1. Conference participants were irritated at the failure of government officials to come. The Department of Transportation's District Engineer, Bill Lee, backed out at the last moment after advice from the DOT lawyers who see the Tallahassee transportation issue returning to the courts. A County Commissioner, Travis Marchant, backed out at the last moment and other commissioners could not attend on short notice. However, all participants valued the day-long interaction with City Commissioner Ben Thompson who was precise, open, and candid in his presentations.

   More involvement from government officials is needed for future meetings.

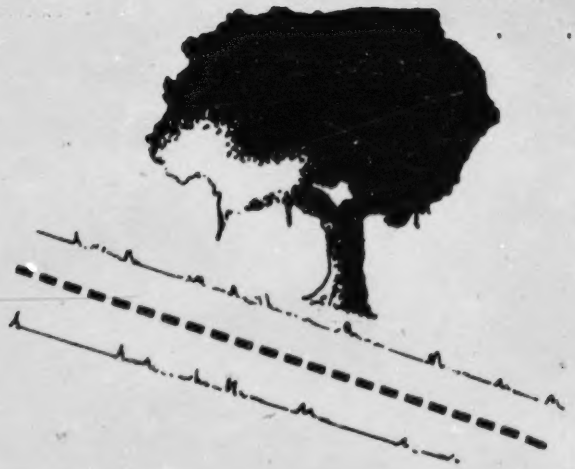
2. Conference participants wanted more time for dialogue 1) in question and answer sessions, and 2) in small group sessions. The problem was not too many speakers, but the extended comments by some speakers at the expense of interaction time.

   Future conferences of this type will involve small group interaction sessions, "buzz groups", and opportunities for participants (non-panelists) to provide more in-put to the group.

3. A few conference participants expanded on the above to point out the repetition of remarks by some speakers and the digression of others. Speakers were given precisely defined tasks, but this needs to be made time-specific -- limits imposed and enforced. Perhaps, the most effective way to avoid this is to use the technique which Bill Hammond followed. He gave each person a printed outline of his remarks in advance and spoke quickly and succinctly to his paper.

   Future conferences should continue the precise assignments given to speakers and should demand outlines of their presentations in advance which would be printed for distribution. This will free time for dialogue.

4. This conference has set the tone and sampled interest in adult education programs in citizen participation/access/action programs in Tallahassee. We should follow-up in the Tallahassee area. And we should expand the program by conducting, or helping others to conduct, similar programs in other areas in the State.



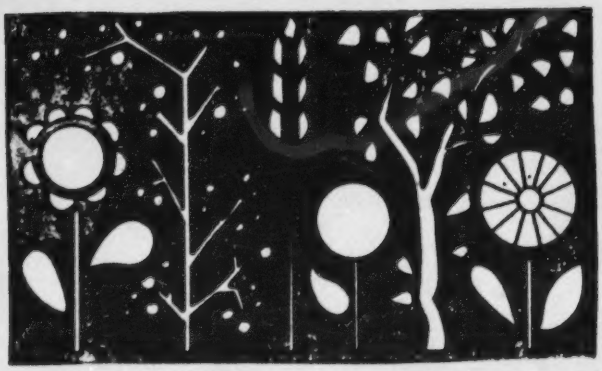
APPENDIX A: PUBLICITY

For this Conference publicity began with the distribution of 2,000 flyers upon receipt of the notification of funding. Programs were sent to the editors of twelve newsletters. Press releases went out to five newspaper editors with a follow-up mailing a month later. Brief spot announcements were sent twice to all radio and television stations in the Tallahassee service area.

Seven thousand brochures were distributed to churches, banks, bookmobiles, state and local government offices, university and community colleges, community groups and agencies. Forty-five community organizations received special letters inviting their representatives to participate. And on three evenings before the Saturday Conference ads appeared in the Tallahassee Democrat.

Professor Gruender appeared on WFSU's Prime Time Program with County Commissioner Lee Vause to discuss the Highways and Humans Conference on Tuesday evening, June 22nd.

Highways and Humans: Saturday, June 26 *



A one-day workshop designed to develop effective citizen ship skills has been scheduled for June 26. Using highways as a focal point, the workshop format is designed to help community leaders identify and develop the skills needed to influence public policy. Call Dave LaHart or Rod Allen at the Environmental Education Project, F.S.U. (644-5769) mornings, for an adgenda including time and location.

This workshop is specifically designed for citizen conservationists. If you really care but have that frustrated "but what can I do" feeling, attend this workshop.

**

'Highways and Humans' June 26

"Highways and Humans," a one-day conference, will be held June 26 at the Tallahassee Federal Savings and Loan Association building, 440 N. Monroe St., from 8:30 a.m. to 3:15 p.m.

The conference will study the variety of citizen participation skills which are needed to cope with such issues as transportation planning and will encourage participation in public policy issues by a greater number of citizens.

There is no registration fee for the meeting which is co-sponsored by the Florida State University Environmental Education Project and the Florida Endowment for the Humanities.

Participants from the University will include Dr. Edward O. Wyrot, Dr. David Gruender, Dr. Rodney F. Allen, Dr. Anna S. Ochoa, Dr. Gregg Phifer and David E. LaHart

For more information contact Dr. Gruender, 644-1483, or Dr. Allen, 644-5769.

* Newsletter of the Appalachee Audubon Society, May, 1976, p.4.

**Newsletter of the Florida State University (STATE: Staff/Faculty), June 14-July 1, 1976, p.3.

POST

FIRST ANNOUNCEMENT!

HIGHWAYS AND HUMANS:

A CONFERENCE ON EFFECTIVE CITIZEN IN-PUT SKILLS IN TRANSPORTATION PLANNING

When: Saturday, June 26th 8:30AM to 3:15PM

Where: To be announced

What: The conference will focus upon the skills needed by citizens who want to participate in, and affect, public policy decisions. The case study under consideration will be the Tallahassee-Leon Transportation Plan. Speakers will include those involved in this case and others concerned about the ways in which citizens can participate in decision-making. Ample time will be built into the program for dialogue.

For further information, contact:

Peter A. Butzin	222-3883
Rodney F. Allen	644-5769
David P. Gruender	644-1483

The conception of an open, participatory society was an ideal of the Founding Fathers and a dream of the many immigrants who came to America before and after the seedtime of our republic. Today, on the eve of the nation's bicentennial, questions about the extent and efficacy of citizen input on public policy decisions swirl about our basic institutions. On the national level, these questions are most often associated with Watergate. On the state level, the vociferous cries of legislators, both "liberal" and "conservative," focus upon phantom government, unresponsive bureaucracies, and the plethora of "in-triplicate" procedures.

Local government, while a Jeffersonian ideal, is not immune to the labels of "unresponsive" and "insensitive." Citizens wonder about how they can provide meaningful input on local policy decisions. What can be done to increase effective participation? What rules, procedures, and institutions need to be changed to broaden citizen participation? What attitudes of citizens and their officials are dysfunctional to an open, active society? What knowledge and skills do citizens need to gain access to policy formulators and to have an effective voice in government?

This one-day intensive conference deals with a local policy issue and focuses upon citizen skills. Transportation planning in Tallahassee is the local issue, which includes debates over street widening and debates over what mass transportation should mean for the city. This policy debate has been conducted in public meetings, a referendum, the city and county commissions, hearings before State transportation planners, court suits, and so forth. The debate is a continuing one involving almost all sectors of the population and all levels of government.

"HIGHWAYS AND HUMANS" is designed to provide **dialogue** among four types of persons: 1) those practitioners of citizen participation skills on both sides of the issue, 2) government officials involved in policy decisions, 3) the general public, and 4) academic humanists from a variety of disciplines (e.g., history, philosophy, speech communication, ethics, and religion). While government officials and civic leaders have taken positions, the thrust of this conference is **not** to provide a forum for those who agree or disagree. The thrust is to identify the variety of citizen participation skills which are needed to cope with such issues, to see which skills were used (and by whom), and which were effective or found wanting in this situation. The hope is that increasing numbers of citizens, of various persuasions, will get involved in public policy issues and develop their own techniques and skills for affecting decisions.

There is no registration fee.

The conference is supported by the Florida Endowment for the Humanities; co-sponsored with the Environmental Education Project (Title I, HEA Community Service Program), Florida State University; and planned with the cooperation of various civic organizations and agencies.

FOR ADDITIONAL INFORMATION CONTACT:

DAVID GRUENDER 644-1483

ROD ALLEN 644-5769

Highways and Humans

A CONFERENCE ON EFFECTIVE CITIZEN IN-PUT SKILLS FOR TRANSPORTATION PLANNING

Tallahassee Federal Bank Building
440 N. Monroe Street
Tallahassee, Florida
Saturday, June 26, 1976
8:30 a.m. to 3:15 p.m.

CONFERENCE PROGRAM

8:30 AM

Coffee

9:00 AM

Welcome C. Richard Tillis, Director, Florida Office of Environmental Education

"THE AMERICAN DREAM OF AN OPEN SOCIETY"
Edward D. Wynot, Jr., Professor, Department of History, Florida State University

"THE AMERICAN REALITIES: CITIZEN ACCESS TO POLICYMAKING"
C.U. Smith, Professor, Department of Sociology, Anthropology and Human Service, Florida Agricultural and Mechanical University

Dialogue with the audience

10:15 AM

TRANSPORTATION PLANNING ISSUES IN TALLAHASSEE: A CASE STUDY FOR ANALYSIS

A Spectrum of View Points on Effective Citizen Input
Rodney F. Allen, Moderator

Bill Lee, District Engineer, Florida Department of Transportation

Mrs. Charles K. Mann, Tallahassee Urban Area Transportation Study Group (TalUATS) Citizens Advisory Committee

Noel Brown, Tallahassee-Leon County Planning Department

David Gruender, Professor and Chairman, Philosophy Department, Florida State University

Travis Marchant, Leon County Commission

Ben M. Thompson, Jr., Tallahassee City Commission

Dialogue with the audience

12:30 PM

Lunch

1:30 PM

CITIZEN PARTICIPATION SKILLS
Peter A. Butzin, Facilitator

Anna S. Ochoa, Vice-President, National Council for the Social Studies

Harold M. Knowles, Attorney, Tallahassee

David Gussow, Tallahassee Democrat

Gregg Phifer, Professor, Speech Communication Department, Florida State University

William Hammond, Lee County Schools

David E. LaHart, Apalachee Audubon Society and Director, Environmental Services, Inc.

3:15 PM

SUMMARY STATEMENTS

PUBLIC SERVICE ANNOUNCEMENT

HIGHWAYS AND HUMANS CONFERENCE

Transportation planning in the Tallahassee-Leon area and effective citizen input skills will be the topic for a one-day conference at the Tallahassee Federal Bank, Saturday, June 26th, beginning at 9:00AM. The program includes comments by County Commissioner Travis Marchant, City Commissioner Ben Thompson, District Engineer Bill Lee, members of the Tallahassee-Leon Planning Department, and the representatives of citizen groups.

*

in brief

TRANSPORTATION Planning in the Tallahassee area will be the topic of discussion Saturday morning beginning at 9 at the Highways and Humans Conference. The conference, to be held at the Tallahassee Federal Bank, is designed to provide dialogue among public officials and citizens and will include comments by city and county commissioners and members of the Tallahassee-Leon Planning Department. Further information is available from Dottie Adair at 222-6320 or Sue Sanz at 644-5769.

*Florida Flambeau, Thursday, June 24, 1976, p.3.

FOR IMMEDIATE RELEASE

HIGHWAYS AND HUMANS CONFERENCE

Transportation planning in the Tallahassee-Leon area and effective citizen input skills will be the topic for a one-day conference at the Tallahassee Federal Bank, Saturday, June 26th, beginning at 9:00AM. The program includes comments by County Commissioner Travis Marchant, City Commissioner Ben Thompson, District Engineer Bill Lee, members of the Tallahassee-Leon Planning Department, and the representatives of citizen groups.

The conference is designed to provide dialogue among public officials and citizens on the issue of transportation planning. The purpose is to identify ways in which citizens and citizens groups can have an effective voice in public policy decisions. What skills do citizens need? What attitudes should public officials have?

"In an era when government is criticized for being 'unresponsive' and 'insensitive,'" conference director Rod Allen said, "It is easy to lose sight of the Jeffersonian ideal of local government as the bulwark of democracy. During the Bicentennial year, many of us need such conferences and discussions to remind us of our ideals as a people."

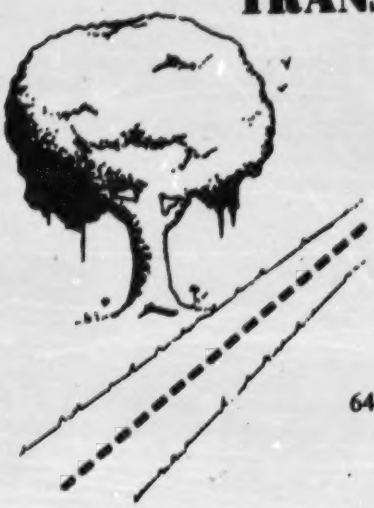
For additional information, call

Dottie Adair 222-6320
Sue Sanz 644-5769

SEEING MORE ASPHALT?

FEWER TREES?

WONDERING HOW *YOUR* VOICE CAN BE HEARD ON TRANSPORTATION PLANNING?



Plan to participate in the
Conference on
Highways and Humans
9:00 am Saturday, June 26th

Tallahassee Federal Bank
440 North Monroe Street

For more information, call
644-5769 between 9 am & 1 pm

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*This ad appeared in the Tallahassee Democrat, Monday, June 21st; Thursday, June 24th; and Friday, June 25th, 1976.

HIGHWAYS AND HUMANS: A CONFERENCE ON EFFECTIVE * CITIZEN IN-PUT SKILLS FOR TRANSPORTATION PLANNING

Tallahassee Federal Bank Building
440 N. Monroe Street
Tallahassee, Florida
Saturday, June 26, 1976
8:30 a.m. to 3:15 p.m.

The conception of an open, participatory society was an ideal of the Founding Fathers and a dream of the many immigrants who came to America before and after the seedtime of our republic. Today, on the eve of the nation's becentennial, questions about the extent and efficacy of citizen input on public policy decisions swirl about our basic institutions. On the national level, these questions are most often associated with Watergate. On the state level, the vociferous cries of legislators, both "liberal" and "conservative," focus upon phantom government, unresponsive bureaucracies, and the plethora of "in-triplicate" procedures.

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There is no registration fee.

The conference is supported by the Florida Endowment for the Humanities; co-sponsored with the Environmental Education Project (Title 1, HEA Community Service Program), Florida State University; and planned with the cooperation of various civic organizations and agencies.

FOR ADDITIONAL INFORMATION CONTACT:
David Gruender 644-1483
Rod Allen 644-5769

*From The Florida Audubon Society's SANDSPUR (Newsletter), May, 1976, p.2.

Transportation meeting is set

A meeting is set Saturday for public officials and private citizens to seek ways to work together in planning for new transportation facilities.

Bill Lee, state highway engineer for the Big Bend area, Leon County Commissioner Travis Marchant, Tallahassee City Commissioner Ben Thompson and others will meet with representatives of citizen groups for the talks. The sessions begin at 9 a. m. at Tallahassee Federal and continue all day.

The purpose of the meeting is to discover ways citizens can affect public policy decisions on such matters as road construction and mass transit.

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*Tallahassee Democrat, Thursday, June 24, 1976, p.33 - Local News Section, p.1.

College of Education
Division of Instructional
Design and Personnel
Development
Program of Science and
Human Affairs
Science Education
Social Studies Education

The Florida State University
Tallahassee, Florida 32306

Dear

On Saturday, June 26, we are holding a conference at the Tallahassee Federal Bank Building which deals with a concern which is of increasing importance in our area and nation. Specifically, the conference focuses upon citizenship skills and transportation policy in Tallahassee. The enclosed brochure gives the full program.

We would like to invite you or a representative of your organization to participate in the day's activities. There will be plenty of time for dialogue, for raising questions, and for expressing personal concerns about transportation policy issues and about citizenship input skills.

As a resident of Tallahassee and as an educator, I am concerned about both of these matters. You and your organization probably share such concerns, so we would like to have your participation.

Please let me know if you will participate or if your organization will send a representative.

Sincerely,

Rodney F. Allen
426 Hull Drive
Florida State University
644-5769

RFA/pk/Th-6

Enclosure

APPENDIX B: Conference Handouts, Goal Statements and Sample Lessons for Citizen Education (Youth and Adult)

Thomasville Road project approved
By DAVE GUSSOW
State and area briefly
ins in serious condition
ment of a metabolic problem re-
lated to diabetes, according to his
family physician.
"He seems to be responding to
therapy although he was quite ill
be was admitted," the doctor
es loan

MODES OF INQUIRY IN PURSUIT OF KNOWLEDGE/MEANING

empirical-analytical	interpretive/personal	critical
external phenomena/events	internal pheonmena/events	"hidden" phenomena/events
objectifying attitude	subjectifying attitude	social/self-reflective attitude
behavioral data	experiential meanings	ideological/normative referents
descriptive epistemic	descriptive interpretive	appraisive prescriptive
discover social laws, generalizations	clarifying social life-worlds	reveal distorting principles
statistical, experimental resources	literary, artistic, sensitive, reflective resources	social problematical, radical reflective, normative resources
explanatory, predictive heuristics	common human understandings	enlightenment, personal/social action
hypothico-deductive, inferential	convincing accounts by "striking a responsive chord"	praxis
technical/instrumental	communicative	emancipatory

After the work of Geoffrey Milburn, Faculty of Education, Althouse College, London, Ontario.

R.F. Allen

B-4

LEARNING TO PARTICIPATE: A PROCESS MODEL FOR SOCIAL ACTION TOWARD A JUST COMMUNITY

Rodney F. Allen
Florida State University
Tallahassee, Florida

Anna S. Ochoa
Florida State University
Tallahassee, Florida

Leonard Widner
Eastern Kentucky University
Richmond, Kentucky

Richard Brogdon
Auburn University
Auburn, Alabama

As soon as several of the inhabitants of the United States have taken up an opinion or a feeling which they wish to promote in the world, they look around for mutual assistance; and as soon as they have found each other out, they combine. From that moment they are no longer isolated men, but a power seen from afar, whose actions serve for an example, and whose language is listened to.

--Alexis de Tocqueville,
Democracy in America, 1830s

Political participation of the ordinary citizen in America is pretty much restricted to the intermittently recurring elections. Politics is not organized to be a daily concern and responsibility of the common citizen. The relative paucity of trade unions; cooperatives, and other civic interest organizations tends to accentuate this abstention on the part of the common citizens from sharing in the government of their communities as a normal routine of life.

--Gunnar Myrdal,
An American Dilemma, 1940s

Americans have long thought of theirs as an active, participatory society. The right to vote, the existence of political parties, and the democratic aura of the political process have lead native and foreign observers to marvel. However, in the past decade, perhaps beginning with the SDA (Students for a Democratic Society) famous Port Huron statement on participatory democracy, a movement with a twofold thrust emerged. First, using a vaguely articulated model of an open society, a liberal critique addressed the shortcomings of American political and social institutions. Second, the "movement" began a process of broadening and deepening participation in those institutions. The opening salvos of the movement may be remembered through key events -- Ocean-Brownsville school confrontations, the Democratic conventions of 1969 and 1972, United Farm Workers in the vineyards, the woman's movement and the lengthy pain of the civil rights struggle.

The advocates of a more powerful social education for American youth have not been immune to the societal conflict over a more open, participatory society. They have assumed that the most fundamental objective of social education is personal growth within an active, supportive society -- or in the words of Donald Oliver and Fred Newmann, "the development of individual human dignity, or 'self-realization,' within community." From this assumption, the advocates have mostly sought curricula focused upon social issues where knowledge and skill development are directed toward the resolution of such issues.

Unfortunately, many of the instructional processes delineated by the advocates of a more powerful social education are flawed. Some of the instructional models stress decision-making skills, but ignore the difficult and demanding tasks of strategy-building and implementation. Some models are simplistic and involve students in the "clarification" of values. Other models ask students to make judgments with respect to "cases in vacuo", without deliberating the means, which are always a concern to persons seeking a just society. Still other models, basking in their claims to "rationality" and "objectivity," stress "optimum policies" and cost-benefit calculus while ignoring the ethical component of personal and social responsibility and accountability that are the hallmarks of a compassionate society.

We, the authors, feel that the following model in nine phases (each with its own distinctive set of questions) avoids many of the shortcomings of the other models. It stresses a problem orientation in a community setting. It leads to a direct confrontation not only with ends and means, decisions and strategies, but it demands consideration of the great ethical questions associated with an open, just, and compassionate society. While we still need to develop learning activities for the diverse skills inherent in such a process, it is a process which includes what is necessary for a better social system and a vital social education. We welcome teachers and students to try it out on vexing issues in their own communities -- and to report their successes and frustrations.

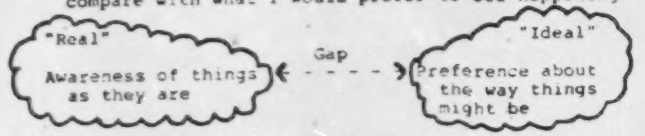
(Photo Credit: Jim Callahan)

PHASE I CLARIFICATION AND COMPREHENSION

1. What do you perceive is happening in this situation? (Can your group achieve consensus on this?)
2. How do you feel about it personally? (Are you willing to share your feelings?)
3. How does your group feel about the situation? (Notice similarities and differences in the emotions elicited by the situation. What reasons are offered to explain those emotions?)

PHASE II STATING THE ISSUE/PROBLEM IDENTIFICATION

1 How does what I see happening in this situation compare with what I would prefer to see happening?

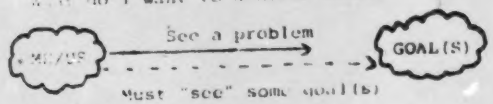


2. What is going on that is a "problem?" Why is it a "problem?"

a) What harm is being done? Where is it being done?
b) Who and/or what is being affected? Exactly what is the effect? (List effects and note data which warrants your judgment)
c) What are the dimensions of the problem on the community and its environment?
d) What are the institutional arrangements and beliefs which make and keep this a problem?
e) What additional information do you need and where can you get it?

> Wait! Before you tackle this problem alone, think about other groups which may be working on it. Can you simply join them in an effective, responsible program--and thus avoid duplication of effort. Remember Ben Franklin's "United We Stand, Divided....."

1. What do I want to achieve here?



Must "see" some goal(s)

2. Share your goals with the group. You need a practical, concise goal statement, not vague or "idealistic" sentiments.

Not: "Let's save the world from pollution!"
But: "To build a tertiary sewage treatment plant to serve this region by 1979."

3. How much effort is each of us willing to give to this project.

4. To what extent can we work together?

5. Establish consensus on group goal(s) in this problem situation.

PHASE IV JUSTIFYING YOUR GOALS

A. Factual Matters

1. If we pursue this goal, will it get us closer to resolving the problem? (Predictions have to be made and warranted)

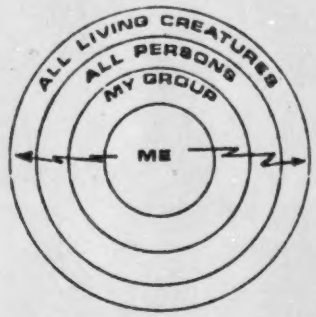
2. Do we need to know more about the problem to make sure our solution is on target? Do we need more knowledge in order to make better predictions?

B. Matters of Commitment

1. To what higher values is my goal related? How does this goal relate to what I am trying to do in life? (Ultimate concerns, life goals)

2. Can you think of any situation where your goal may not be desirable?

3. For what and whom are we responsible? To whom are we accountable?



PHASE V BUILDING COMMUNITY IN OUR GROUP

1. How do we build community in our group? (Acceptance, trust, participation, commitment)

2. How can we get the most participation?

3. How can we help others to fulfill their needs?

4. What skills or group training do we need to affect "1" to "3"?

PHASE VI IDENTIFYING AND SECURING COMMUNITY RESOURCES

1. What material and human resources do we need to attain our goals?

   a. What material resources? (Office space, typewriters, meeting place, etc.)

   b. What information do we need?

   c. What skills do we need?

   d. What other people are on our side?

   e. What groups might join us?

2. What do we have in hand now?

3. How can we fill the gap between what we have and what we need?

4. What compromise will this entail? How does this affect our responsibility and accountability?

PHASE VII IDENTIFYING COMMUNITY FORCES

YOUR GOAL — COUNTERVAILING FORCES — OPPOSITE OF GOAL

Blocking Forces →

What forces in the community are not on your side? How strong are they?

Supporting Forces ←

What forces are (or could be) supporting your goal? How strong are they?

a) Rate order by importance in supporting/or/opposing goal attainment;

b) Rate by the difficulty in changing (1 = easy; 2 = medium; 3 = hard)

PHASE VIII DECIDING A STRATEGY

1. How can we maximize the pro-forces and minimize or neutralize the anti-forces? What alternative ways are possible?

2. What is our plan of action? Will it get us where we want to go?

3. What acts (means) are necessary to bring about the desired consequences and goals (ends)?

4. Are these acts <u>just</u> and <u>responsible</u>? Are they consistent with my/our life goals -- the way we think that life ought to be lived? To whom are we <u>accountable</u>? For what and for whom are we responsible?

PAUSE: The decision-maker(s) might well pause to pose these questions:

-What were my (our) motives in this situation? Am I (are we) stating value principles to cover less desirable motives (self-interest, etc.)?

-What assumptions am I making about the present state of affairs? Are these assumptions logical and accurate?

-What assumptions have I made about the foreseeable consequences of the action alternative selected? Have I considered the impact of what I can't know and can't foresee, as much as possible? Of the <u>unintended</u> effect? In other words, am I risking too much given my ability to discern consequences?

-What are my emotions (feelings) about the conflict, persons, and objects involved in this situation? Does my perception adversely color my judgment here?

-Even if the acts required to effect this decision are consistent with my value commitments, do I have the ability to develop and carry out strategies to effect the decision? In other words, do I have the power and other means to effect the ends selected?

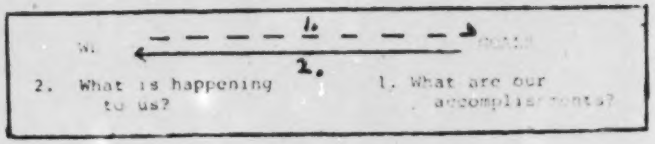
-Am I using this power responsibly? To whom am I accountable?

-What are the predictable or possible costs? Who will pay these costs? Is that a reasonable and just expectation?

-Weigh <u>Universality</u> and <u>Impartiality</u>: What would happen if no one did this? If everyone did this? <u>Reciprocity</u>: How would I feel if this were done to me? Are we making claims that all have a right to make on others in such situations?

PHASE IX PERFORMANCE AND USING EVALUATIVE FEEDBACK

1. Have we moved in the direction of our goal?



2. What is happening to us?
   Evaluate the ability of the group to work together.
   --trust, acceptance
   --participation
   --commitment, etc.

3. Should we revise our strategy? our goals? our life expectation (life goals)?

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*Florida Council for the Social Studies <u>TRENDS</u>, Volume 22 (Fall 1975), 13, 15-19.

IDENTIFYING CITIZENSHIP EDUCATION OBJECTIVES

School-based educators designing instructional programs for future citizens and adult educators working with out-of-school citizens need functional goals to guide their efforts. While citizenship education is a much discussed educational/political enterprise, much of it is at a platitude level.

Mr. William Elkins surveyed much of the citizenship education literature only to discover its weakness for guiding and directing action-oriented citizenship instructional programs. The following set of objectives, linked to ten categories of citizen action, are the product of his quest. It is not an original list, but draws heavily upon the following sources (especially the second). This was the best that the literature and his time commitment would yield at this time. Hopefully, educators, scholars, and practitioners will improve upon this list so that more effective instruction may result.

Allen, Rodney F., et al. "Learning to Participate: A Process Model For Social For Social Action Toward A Just Community." FCSS Trends, Volume 22 (Fall 1975), 13, 15-19.

Gillespie, Judith A., and John J. Patrick. Comparing Political Experiences. Preliminary Draft, High School Political Science Project, Social Studies Development Center, Indiana University, 1974.

I Citizens show evidence of interest and personal concern in the political process at multiple levels of political organization.

Citizens feel that they are part of the political system in which they participate, with effective roles to play, with multiple loyalties and interests to resolve, and with confidence in their ability to participate effectively given the complexity of factors entering into political problem-solving situations.

Citizens see political life as a system of interrelated patterns of resources and activities which comprise any political experience.

Citizens can identify four common political experiences of political maintenance, change, development and conflict; and can identify seven common patterns of political resources and behavior which comprise any political experience; namely, political influence, wealth, ideology, decision-making, leadership, participation, and communication.

II Citizens are able to identify problems and state issues in complex situations.

Citizens are able to utilize theoretical frameworks for and conceptions of society and social change for viewing political life.

Citizens are able to use conceptions of political processes and of social ideals (religious-philosophical concerns) to formulate clear, well-defined questions about political life.

Citizens are able to identify salient political problems and put together effective group experiences which will facilitate constructive problem definition and stating of the issues.

III In problem situations, citizens are able to set personal and group goals to manage or resolve the problem situation.

Citizens are able to ascertain their own interests and ideals in various problem situations.

Citizens are able to determine the costs and benefits of personal and group activities for individuals and for the political-social system as a whole.

IV Citizens are able to justify their goals for personal behavior and for social action.

Citizens are able to justify in terms of evidence and generalizations the goals that they set in complex problem-conflict situations.

Citizens are able to articulate their own value positions, analyze value claims, and apply value analysis to a variety of social and political experiences.

Citizens are able to express their own judgments on public issues, supporting judgments with arguments involving both fact and values.

V Citizens are able to identify feasible alternative courses of action in a problem situation.

Citizens are able to define a problem and use concepts to describe social-political phenomena, and to use concepts to recall, locate, formulate, and use generalizations to describe and to explain social-political phenomena.

Citizens are able to utilize comparative analysis in order to generate alternative explanations of social-political life and social change, and citizens are able to use alternative explanations to inform their decisions about concrete social-political problems and situations.

Citizens are able to apply criteria to concepts, generalizations, operational measures and inferences in order to determine their soundness and utility for understanding and acting in their social-political world.

Citizens are able to evaluate alternative decision outcomes and their consequences for social-political life.

VI Citizens are able to do a community power analysis relative to specific issues in their community's social-political life, by analyzing groups, communities, and other organizations to discover who has power, what kinds of power, the source of that power and how that power is used.

Citizens are able to identify relationships between patterns of political resources and activities which comprise any social-political experience.

Citizens are able to identify differences and similarities in political resources, behavior patterns and experiences across multiple units of social-political life including local, national and international units.

VII Citizens are able to identify and secure community resources (e.g., dollars, human resources, sources of information and skills, allies, and social-political legitimatizers).

Citizens are able to identify salient political resources, behavior patterns, and experiences in social-political life and apply their knowledge to concrete political situations.

Citizens are able to identify salient political values, behavior patterns, and experiences in their own communities and apply their knowledge to concrete social-political situations.

Citizens are able to identify groups of citizens who have similar interests, concerns, and goals.

Citizens are able to demonstrate basic skills in mobilizing support within groups and between groups and other individuals and organizations in their social-political environment.

VIII Citizens are able to build an action strategy based upon a forcefield analysis.

Citizens are able to make warranted inferences from their findings about social-political phenomena in the problem situation.

Citizens are able to use sound arguments and evidence as backing for their assessment and explanations of social-political phenomena in the problem situation.

IX Citizens are able to justify their action strategy as reasonable and responsible.

Citizens are able to present arguments to show that proposed actions and policies are consistent with principles of justice and human dignity and that they constitute the most reasonable choices among possible alternatives.

X Citizens are able to participate in social action groups, to help to build such groups, and to help to lead such groups.

Citizens are able to demonstrate basic skills in organizing group activities, knowing how groups are formed and how groups operate to fulfill interests and achieve goals.

Citizens are able to work effectively in leadership-followership relations by learning various ways in which leadership is exercised and by using these skills in various types of leadership contexts, knowing how to motivate others to participate on public issues.

Citizens are able to demonstrate basic skills in interpersonal relations that are fundamental to group work.

Citizens are able to demonstrate basic skills in bargaining and negotiating in group contexts.

Citizens are able to work effectively in generating and disseminating political information by learning various ways in which communication is structured and by using these skills in various types of group contexts.

SAMPLE LESSON: ENERGY EDUCATION

QUESTIONS OF DEFINITION, FACT, AND VALUE

Remember all of those heated arguments when you were waiting in long lines at the gas station during the "Energy Crisis?" Remember all of the arguments you heard at home, at school, at the office--everywhere(!) about the cause and cures of the problem? Well, all arguments on personal and societal problems engage people's emotions and people ask questions. In order to respond to the questions properly, you need to recognize what the questions are asking for.

There are three main types of questions. Questions of definition -- asking what a word, a phrase, a statement means. Questions of fact -- asking for more information, asking if something is true, or asking if something will happen. Questions of value -- asking if something is good or bad, right or wrong, desirable or undesirable, or if we should or ought to do something.

For questions of definition -- you respond with stipulations of meaning. To questions of fact -- you respond with proof or evidence. To questions of value -- you respond with justifications.

Read each of the following. Put a "D" if it is a question of definition. Put an "F" if it is a question of fact. Put a "V" if it is a question of value. Be prepared to discuss your answers and how you would respond to each question.

___/ 1. Is that an example of solar energy?

___/ 2. Is solar energy a good source of energy for heating water and space in homes?

___/ 3. If we spend more money on nuclear fusion research, will we get results in the near future?

___/ 4. What is a B.T.U.?

___/ 5. How many miles per gallon does a 1977 Pinto get, according to government tests?

___/ 6. Should I buy an electric blanket and a toaster?

___/ 7. What sector consumes the most electricity in Florida?

___/ 8. Do you think that that purchase is desirable or undesirable?

___/ 9. Will that new law save energy?

___/ 10. Should the government help the poor, the rich, and the elderly pay their electric bills?

SAMPLE LESSON: ENERGY EDUCATION

DISTINGUISHING BETWEEN ETHICAL AND NON-ETHICAL QUESTIONS

You have been reading and studying about the energy crisis. Now you know that this crisis, like others, involves a good many questions which need answers.

Some of the questions need ethical answers--decisions about what is desirable, good, honest, kind, proper, etc., decisions about what should be done by individuals, groups, and societies.

Which of the following questions require ethical decisions? Mark them with an "E" and be prepared to discuss your choices.

__/ 1. How can we solve the energy crisis?

__/ 2. How should we solve the energy crisis?

__/ 3. Should the United States import more oil from the developing nations?

__/ 4. If we produce more energy from solar sources, will the price of electricity go down?

__/ 5. During an energy crisis, should Texas share its natural gas with other States?

__/ 6. Should I buy a solar hot water heater?

__/ 7. Do I have a choice between gas or electric heat for my new home?

__/ 8. How much oil was produced in Florida last year?

__/ 9. Given apartheid in South Africa, should we buy low-sulfur coal there to get clean energy in Florida?

__/ 10. If I have the dollars to burn, isn't it OK for me to use my gas lamp in the front yard?

__/ 11. Does Gerald Ford want to own an electric car?

__/ 12. If we develop western coal fields, will that end the energy shortage in the United States?

__/ 13. What is the relationship between gasoline consumed and oil company profits?

__/ 14. Can you get energy from the oceans?

__/ 15. Is it right to consume so much electricity to attract customers into stores to buy junk foods?

SAMPLE LESSON: ENERGY EDUCATION

Argumentation: Basic Skills

1. For persons just learning to make systematic value judgments and to justify their decisions, a basic pedagogical strategy involves asking them to list two or three good reasons to support their judgment.

My Position: _____

Three Good Reasons: 1. _____

2. _____

3. _____

Take a position on the following issue. Write your position and three good reasons supporting your position in the above form. Then, write out your argument in a paragraph: position statement as the topic sentence and the reason statements in subsequent sentences.

"Should the Federal Government build nuclear fission power plants to provide low cost electricity to all cities of over 500,000 population?"

2. Go to your local newspaper or to a news magazine. Locate a brief position statement on an energy-related issue. Paste it here or on the back of this page, then, analyze it using the following form.

Persons might analyze simple position statements by others, asking "What is the author's position? What reasons does she offer to support her position?"

Position: _____

_____

Supporting Reasons: 1. _____

2. _____

3. _____

4. _____

SAMPLE LESSON: ENERGY EDUCATION

Argumentation: Basic Skills

The first process teaches that value judgments need to be justified. The second process involves the statement of reasons for and against a particular decision or position and the factual and value assumptions the decision-maker is using. Persons might use this process to analyze their own decisions and justifications. Or they might analyze others' arguments, explicating factual and value assumptions.

Position: _____

_____

Reasons Supporting Decision:

R1 _____

Assumption: _____

_____

R2 _____

Assumptions: _____

_____

_____

1. Take a stand on the following issue and write your argument in the form above. Be careful in setting forth your assumptions and label them -- F "factual" or V "value."

   "Should utility companies promote the increased consumption of electricity in the 1970s?"

2. Use your local newspaper or a news magazine to locate an argument on an energy issue. Paste the argument (paragraph) on the back of this page, and analyze the argument using the form above.

SAMPLE LESSON: ENERGY EDUCATION

Removed by ERIC due to copyright laws.

*Reprinted from the Tallahassee Democrat, Sunday, April 25, 1976, p.4-A.

State the Implied Issue	Write a non-ethical question about the issue	Write an ethical question about the issue

Application: Clip three articles on energy issues from your local newspaper. Mount each on a separate piece of paper. Then, under each article perform the same analysis that you did in the above exercise.

SAMPLE LESSON: ENERGY EDUCATION

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*Reprinted from the Tallahassee Democrat, Tuesday, April 27, 1976, p.4.

State the Implied Issue	Write a non-ethical question about the issue	Write an ethical question about the issue

Application: Clip three articles on energy issues from your local newspaper. Mount each on a separate piece of paper. Then, under each article perform the same analysis that you did in the above exercise.

SAMPLE LESSON: ENERGY EDUCATION

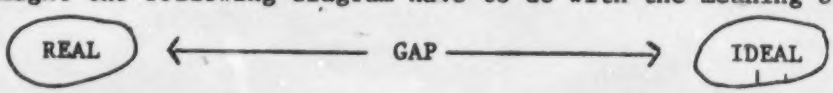
PROBLEM DEFINITION

Listening to the electronic media (radio and TV) and reading the newspaper, we are continually bombarded with one "problem" after another — the reading problem; the energy problem; the bussing problem; the civil rights problem; the defense problem; the pollution problem, the transportation problem, etc. But what is a "problem?" Write out your definition:_____

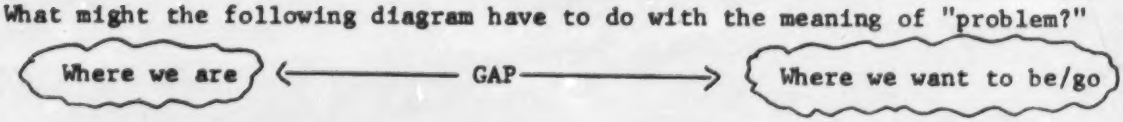
_____

_____

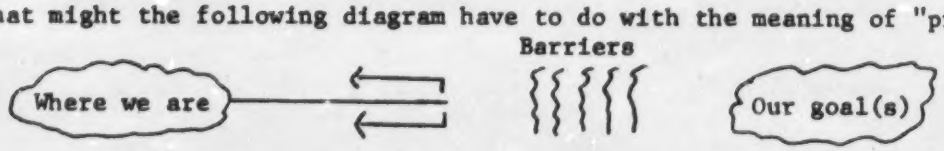
A. What might the following diagram have to do with the meaning of"problem?"



B. What might the following diagram have to do with the meaning of "problem?"



C. What might the following diagram have to do with the meaning of "problem?"



D. "How can we/how should we get from where we are to where we want to be (goals)?" THAT IS A CENTRAL QUESTION. WHEN PEOPLE TALK ABOUT AN ENERGY PROBLEM, WHAT DO THEY MEAN?

_____

_____

_____

SAMPLE LESSON: ENERGY EDUCATION

Imagine that you are one member of a group which wants to affect energy consumption, pricing, or conservation in your community. The group has decided to conduct a campaign to do something like the following. You agree with the campaign idea.

--Promote the use of public transportation over private automobiles
--Secure real estate tax advantages for homes with solar heaters (water and space heating)
--Obtain an electric rate schedule that favors low energy use consumers
--Use the building codes to compel well-constructed, insulated public and private buildings which are energy efficient.
--Ban the use of oil from Arab nations which participate in the conflict against Israel
--Ban the rezoning of coastal lands for support bases for off-shore oil drilling
--Block the construction of an oil refinery near the city limits

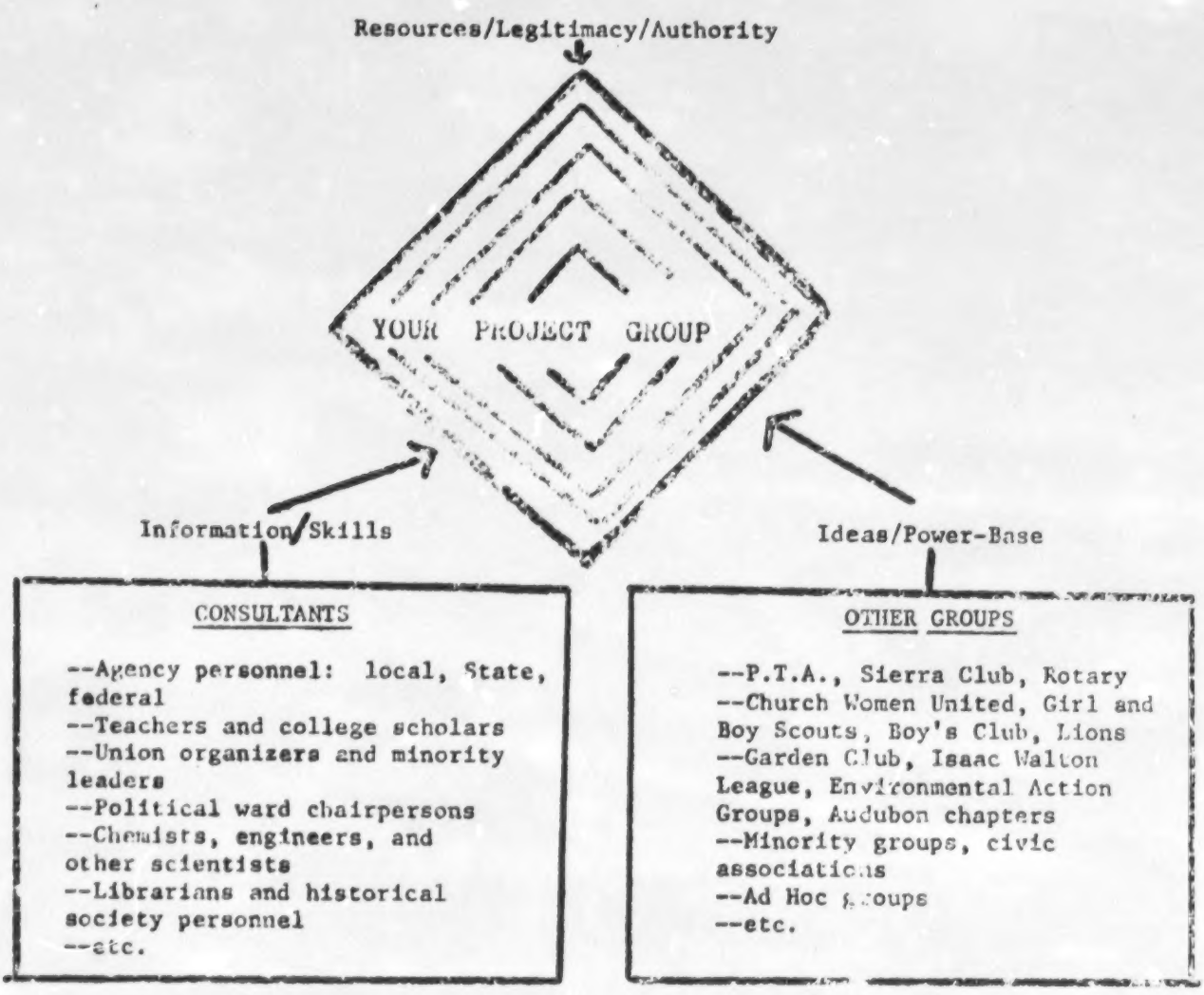
Do a community power analysis. The diagram on the back of this page offers some ideas. Who has the power that you need? Information and skills; workers and supporters; opinion-leaders and legitimatizers?

1. What information and skills do you need?	Who has the information and skills?
2. What work and support are required?	Who has workers and supporters friendly to your project?
3. Who are the important union-leaders and legitimatizers in your community?	Who among them are friends or can be persuaded to endorse the project?

ALLIES

Prestige Figures: religious leaders, college president, labor leader, war hero, old established families, lawyer, civic leader, politician, etc.

Power-Opinion Leaders: Many of the above, agency heads, wives, artists, scholars, newspaper editors, mayor, chamber of commerce leaders, businesspersons, lay, religious and civic leaders, broadcasters, etc.



SAMPLE LESSON: ENERGY EDUCATION

FORCE-FIELD ANALYSIS

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-- Sam Keen

As one works to solve or to manage community problems, one needs not only to know when to relax and when to struggle -- one needs to know where to push, when to pull, and when to leave well enough alone!

Let's assume that you are interested in energy conservation and you want to reduce a certain group's consumption of energy. What do you do? Where? When? How?

1) *The governor of Florida wants to reduce electric energy consumption in houses -- especially for water heating. What is his/her most effective strategy for doing that?** How do you know?*
2) *The principal of a high school wants everyone to turn off the lights when a classroom is not in use. What is his/her most effective strategy? How do you know?*

There is a rather clever way to figure out effective strategies. It is called "force-field analysis." Imagine a football game with its offense and defense. The job of the offense is to support the goal of the team -- to get the ball over the goal-line. Meanwhile, the defense is blocking that objective. The defense is trying to push the offense away from its objective.

Well, in working to solve community problems you have goals which you are trying to achieve. You have persons and groups trying to help you. But you also have persons and groups which are blocking you from achieving your goals. The smart problem-solver, like the successful football team (and coach), needs to figure out who is supportive and who isn't, who is helping and who is blocking, and what are the strengths and weaknesses of our situation which will help us to achieve our goals. That makes sense, doesn't it?

Football players and coaches diagram their plays with Xs and Os. In force-field analysis you will use words and arrows. First, you write down your goal... and the opposite of your goal. That's like looking at a football field and knowing what end is your goal and what end is your opponents' goal! Next, you need to see who is on your team--what forces (people, groups, etc.) are your supporters and allies. And, who are your opponents (Who plays for "them?")?

*Reprinted from his Apology for Wonder (New York: Harper & Row, Publishers, 1969).

**Here we are considering only the most effective way--not the most ethically acceptable way. The ethics of this will be another topic for another time!

YOUR GOAL	THE OPPOSITE OF YOUR GOAL
Forces blocking or driving against the achievement of Your Goal	Forces supporting the achievement of Your Goal

Now you have got several things to do:

a) Where are the strengths of your team? What are the weaknesses of their team? (What do you have going for you? What's going against you?)

b) Your old football coach could only play with 11 persons at a time. You can play with more! How can you strengthen your team? Add more players? Strengthen the power of the players you have? Get more allies cheering in the stands? Get good press and public relations (super cheerleaders)?

c) How can you weaken the strength or take advantage of the weaknesses of the other team? Draw plays? Quarterback sneak? Bomb? Bootleg? Foul? Psyche-out?

Why don't you try the idea of force-field analysis on an energy problem? Use one of the two examples on the first page: [1) The Governor of Florida case or 2) the school principal.] Do a force-field analysis for your governor or your principal.

R.F. ALLEN
Values Education

FIVE KINDS OF POWER (or EXTERNAL INFLUENCE) IN DECISION-MAKING SITUATIONS

In decision-making situations, individuals and groups often feel the influence of others. This influence is the expression of other persons' power. Power is defined here as influence, one party getting another party to think, believe, or do something that the second party would not have thought, believed, or done

1) Give two more examples of each type of power, from your own experience in decision-making situations.

2) Examine a decision someone else made recently (e.g., a friend, a judge, a State or provincial legislature). What kinds of power were operating in that situation?

3) Reflect upon a decision-making situation in which you recently participated. What kinds of power (from what sources) influenced your participation and decision?

COERCIVE -- Power based upon the ability to give or to withhold punishment, either real or imagined by those potentially affected.

example: "There is a $100.00 fine for dumping here. We might get caught." "I can't drop litter on the trail, because the teacher might once more embarras me before the class."

REWARD -- Power based upon the control of scarce resources desired by others, coupled with others' expectation of a positive result from gaining access to those resources.

example: "If I do this, I will get a salary increase." "If you vote our way on the Clean Air Bill, we'll provide campaign funds."

REFERENT -- Power based upon others' desire to identify and/or associate with significant others or symbols, and the ability to control access to those others or symbols.

example: "You must do these deeds in order to join our group." "We can gain his support by inviting him to our club Saturday night."

LEGITIMATE -- Power based upon the ability to make another person, act, policy, program, or organization respectable and worthy of loyalty, and power based upon others' viewing a person, office, or system as worthy by achievement, ascription, or promise.

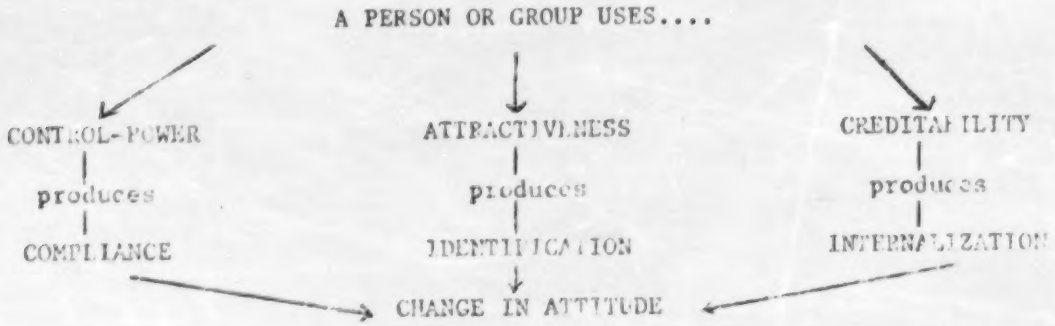
example: "This new social program is supported by the priest and the professor!" "The Byrds, our first family, looks with favor upon the governor and his policy."

EXPERT -- Power based upon others' perception of a source of information, skill, knowledge, or wisdom as creditable and authoratative.

example: "Ninety-nine scientists support breeder reactors for the generation of clean electric power." "Dr. Baum and his colleagues have considered this problem and their position and supporting arguments are convincing."

SAMPLE LESSON: ENERGY EDUCATION

Herbert C. Kelman of Harvard University did research asking, "How do attitudes change?" In answer to his question, Kelman discovered three processes of attitude change. The three processes are "Compliance," "Identification," and "Internalization."*



Compliance occurs when an individual or group accepts the influence of another person or group, hoping to achieve a favorable reaction from that person or group, or to avoid an unfavorable reaction. For example, a person might wash the dishes because he wants to use the family car and his mother controls the keys and wants the dishes washed. His mother has power to get compliance by her control of significant rewards and punishments. Here attitudes are shaped by external rewards.

Identification occurs when an individual or group accepts the influence of another person or group because they want to maintain or establish a satisfying relationship with that person or group. For example, a person might imitate or model Joe Namath's style of clothing to fantasize about "me and Namath." A person might buy a certain type of car as an expression of identification with a group. The Lincoln Continental says, "I am a member of the club. I have it made in America." A person might buy a solar hot water heater because Janet and Harry have one. Mary might enroll in an ecology course because of the teacher's personality and bearing.

Internalization occurs when an individual or group accepts the influence of another person or group because the content of that influence (the ideas and ideals offered or the actions suggested) are intrinsically rewarding; that is, the ideas and actions are believable given what the person or group believes and are acceptable given what the person or group needs or values. For example, a person might be persuaded to accept a racist position on school bussing because it looks reasonable to him, given his perceptions, needs, self-image, concerns, etc. Another person might employ new farming techniques because the research data makes sense and helps him to reach his goals: increased income and soil conservation.

In order to pursue strategies based upon compliance process, energy-activists would have to manipulate significant rewards and punishments to get others to accept to do what was desired by the group. "Pass a law to get everyone to

*Herbert C. Kelman, "Compliance, Identification, and Internalization: Three Processes of Attitude Change," Journal of Conflict Resolution, Volume II (1958), pp. 51-60.

install solar water heaters or be fined." "Give out Presidential Environmental Merit Awards in a program to get people to insulate their homes." "The electric rates are unfair. Let's get at least 50% of the customers to refuse to pay their bills."

In order to use the identification process, energy-activists would have to enhance their reputation and attractiveness, or recruit members and allies with such attractiveness as to get others to perceive them (and/or their goals) as just and legitimate.

In order to use the internalization process, energy-activists would have to present rational arguments and the facts to others in order to induce a change. It should be remembered that to the person or group which is to change, the argument and the facts only have to seem creditable. Attitudes are shaped by the perception of creditability (not the validity). One can imagine a person who supports the NASA space program because he loves cheese and thinks that travel to the moon will bring down the price! The racist at a Klan rally and the industrialist at a convention may be accepting "facts" and erroneous conclusions from speakers.

Let's assume that you are in one of the following roles with the objective stated. Which of the three attitude change strategies would you choose? Why?

ROLE	OBJECTIVE
a teacher.	Save energy at school.
a governor.	Save electricity in government offices.
a President (U.S.A.).	Save on imported oil.
a social worker.	Get support for lower electric rates for senior citizens.
an oil company president.	Get tax credits to explore for oil.
a concerned citizen.	Get people to buy little cars which use less gas
a car manufacturer.	Get people to buy electric cars.

SAMPLE LESSON: ENERGY EDUCATION

As a person concerned about energy affairs in your community and in the nation, you want to work with a group of citizens to get them to change their behavior which affects energy use. Specifically, you want them to:

1) consume less energy;
2) work to change the price structure of electric power so you pay more per Kilowatt Hour as you consume more electric energy.*

--Which will be easier to accomplish with most groups? 1 or 2. Why?

--Which of the following will be easiest to accomplish — that is, take less time to accomplish? (Rank order, 1 for less time; 4 for most time). Be ready to explain your rank order.

___/ Knowledge about the price structure
___/ Action by the group of people or rate strucutre
___/ Attitude toward electric rate structure
___/ Personal action on rate structure

--Examine the following diagram. What does it tell you about the time factor involved in changing knowledge, attitudes, and behavior of individuals and groups? What does it tell you about the involvement of people in such changes? **

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--Define the following in your own words:

attitude	knowledge	behavior
change	Kilowatt Hour	consume

--If you wanted your class to do #1 or #2 above, what would you do? Use your insights from studying the above diagram.

*Now, in most places, the cost per Kilowatt Hour goes down the more electricity you use.

** Paul Hersey and Kenneth H. Blanchard, Management of Organizational Behavior, Utilizing Human Resources (Englewood Cliffs,N.J.: Prentice-Hall, Inc., 1972),p. 2.